

# Melbourne 2030

Planning for sustainable growth



## Response to submissions

November 2003

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Melbourne 2030

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Response to submissions



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# Executive summary

## Purpose

*Melbourne 2030 - planning for sustainable growth*, the Government's integrated urban development and transport strategy, was released on 8 October 2002 as a statement of Government policy intent. We invited the public to provide specific comment on its implementation. Six companion draft implementation plans and an advisory note on implementation in the planning system were also released, to help focus the comments on implementation. The period for comment closed on 14 February 2003 (28 February 2003 for draft Implementation Plan 6 - 'Integrated transport'). Almost 1500 submissions were received.

This summary presents in concise form the key messages arising from the public submissions, and it indicates the actions that are under way in response to those messages. The main body of the report deals in more detail with your submissions and our responses (Parts 1 and 2).

## Key messages

### Will the Government lead in implementing *Melbourne 2030*?

#### Your comments

Many submissions offer very constructive and positive suggestions on implementing *Melbourne 2030*. Overall there is a consistent call for strong State Government leadership in ensuring *Melbourne 2030*'s implementation.

There is appreciation for the series of six draft implementation plans, with many submitters providing useful comment on the proposed actions within them. Some want to see a more comprehensive and integrated implementation plan covering all the initiatives in *Melbourne 2030* - particularly in the area of social and environmental initiatives.

Submitters tie this suggestion to two observations. First, coordination within and between levels of government is vital to successful implementation. Second, having one integrated implementation plan with clear accountabilities for all initiatives would go a long way towards addressing this issue. They also request that the plan set clear priorities.

#### Our response

State Government leadership in ensuring that *Melbourne 2030* is implemented successfully and effectively, and we commit to providing this leadership. The Bracks Government is

committed to leading the successful and effective implementation of *Melbourne 2030*.

The Government has prepared an Implementation Program that covers all aspects of *Melbourne 2030*. This prioritises actions, identifies relevant projects, and indicates which agencies will be responsible for putting into practice specific initiatives and tasks. It also establishes clear links with complementary government strategies in important areas like the environment and social justice. The Implementation Program will be posted on the *Melbourne 2030* website, with regular updates on progress.

The Government's commitment to *Melbourne 2030* is further reflected in actions already taken to initiate new programs, such as the Transit Cities Program and the Urban Development Program.

Whole-of-government implementation is vital. The recently established *Melbourne 2030* Implementation Reference Group includes senior representatives from Government departments to ensure that there is shared understanding on relevant implementation issues across government. In particular, this group is advising the Minister for Planning and the Minister for Transport on implementation issues and opportunities.

However, implementation should not be seen only as the Government's responsibility. Local government is a vitally important stakeholder and partner in planning, and has considerable responsibility for implementation. This is why the Government has allocated \$5.6 million in grants to local councils to help with that task.

The private sector is also a key player. While governments may provide the framework for decision-making and ensure provision of the essential infrastructure to support activity, it is the investment decisions of both small and large businesses that provide the jobs and many of the key services and facilities to meet community needs. Industry peak bodies such as the Housing Industry Association, the Urban Development Institute and the Property Council of Australia are involved on the *Melbourne 2030* Implementation Reference Group and other implementation bodies, such as the Committees for Smart Growth in areas on the fringe of Melbourne. This will ensure their engagement with *Melbourne 2030*.

## Where will the funding for implementation come from?

### Your comments

Some submissions express a need for specific information on funding, particularly in relation to transport. It is suggested that implementation should be fully costed and the Government should indicate what funds will be allocated.

### Our response

Significant funding has already been allocated, with the Government providing funds to metropolitan local councils to help them assess *Melbourne 2030* and start to implement it.

The Local Government Assistance Program, totalling \$5.6 million, comprises a base grant of \$100,000 to each of the 31 metropolitan councils (\$30,000 in 2002-03 and the remainder in 2003-04) and a \$2.5 million targeted grants fund (to be made available in 2003-04) to help with activity centre planning, growth area planning and other priority initiatives.

In addition, the Government has provided \$60 million to assist with projects linked to *Melbourne 2030* implementation, including an additional \$4 million for the Transit Cities Program, \$44 million over four years for road, public transport and bicycle works, and \$12 million over four years for a range of planning, heritage and urban development projects. Already the Transit Cities Program has leveraged and brought forward around \$1 billion worth of private investment across Victoria.

In future, *Melbourne 2030* will help inform the priorities for State budgets. Like all strategies of Government, implementation cannot be exempt from the rigorous requirements of the annual State budget process. With its 226 initiatives it covers a wide range of topics. Detailed development and thorough costing of each initiative will be carried out with appropriate input from stakeholders. Each initiative will be examined against Government priorities and in detail to assess its continuing relevance and contribution to achieving requirements, and to consider what further actions need to be undertaken and their costs, benefits and risks. Only then can allocation of resources be considered.

For transport, the magnitude of potential costs to Government is very significant (compared with most other initiatives under *Melbourne 2030* Directions). Proposals will need to be rigorously assessed for economic, social, environmental and financial sustainability, and placed within the practical limits of the State's overall budget capacity constraints. This is prudent and in keeping with the concept of sustainability, a major principle for *Melbourne*

*2030*. The Department of Infrastructure Corporate Plan will present integrated program priorities for improvements to roads, tram, train and bus services across the metropolitan area, in the context of the needs of all Victorians for infrastructure and services to support commerce and personal movement.

The Government is also assessing the investment opportunities that come through the ongoing operation of all its departments in the longer term. The Multi-Year Strategy (MYS) provides a long-term view of asset investment opportunities collectively available to Government that are best able to address Government policy outcomes (including *Melbourne 2030*) driven by asset strategy. It enables timely project planning and funding decisions for significant capital works projects, in recognition of the long lead time for some projects and to help in leveraging private sector investment in the State. The MYS is an ongoing planning management tool for all state departments and agencies.

Furthermore, the charter of VicUrban (the former Urban and Regional Land Corporation combined with the Docklands Authority) will enable it to bring its resources to bear on urban development and redevelopment issues.

## How can we build local government capacity for effective implementation?

### Your comments

The role that local government might play in implementation is a feature of some submissions.

Local government feels that it lacks resources to handle new strategic planning tasks. Already a shortage of suitably qualified strategic planners and project managers is inhibiting much council work.

The development community supports the view expressed by local councils, but does not want this used as an excuse to delay or obstruct implementation. A few developers call for more direct State Government intervention and control over areas of critical importance for implementation, such as activity centres, effectively overriding local councils in the process.

### Our response

The Government is strongly committed to working in partnership with local government. We want to help local councils to build capacity to enable successful implementation of *Melbourne 2030*.

Local councils are being helped to implement *Melbourne 2030* in several ways.

As noted above, the Local Government Assistance Fund is providing both base grants and targeted grants. Seventy-one applications were received for the \$2.5 million targeted grants fund. Funding has now been allocated in areas such as activity centres (for 17 projects, most of which are structure plans, in 23 centres), green wedge projects, growth area plans, studies into industrial land, and pedestrian plan work.

Beyond this specific assistance the Government is establishing Regional Housing Working Groups to identify and discuss future housing needs at a regional level as a basis for the creation or revision of local housing strategies. Similarly, fringe growth area councils and the Government are working together on Committees for Smart Growth that will review and create new growth area plans covering land use, transport and servicing. Other supportive mechanisms will be developed, in areas such as activity centres, as part of the targeted grants program.

Outside the metropolitan area, six fringe councils are being supported by an innovative Metropolitan Fringe Councils – Strategic Planning Partnership program developed by the Department of Sustainability and Environment and the Department for Victorian Communities. This cooperative program will address urgent short-term planning pressures in those areas. It will build council strategic planning capacity and strengthen communities by engaging them in the planning process, and will provide lessons for other councils into the future.

The Government and the Municipal Association of Victoria are investigating a range of partnership arrangements for use at different activity centres, including development of a possible partnership models guide. In most cases, councils will lead in activity centre planning but with a strong place management approach that should include gaining a commitment from a range of stakeholders toward a common goal. However, it is recognised that the State Government will need to play a leadership role in the more complex activity centres.

In Transit Cities various partnership models and delivery mechanisms, which may be applicable to other centres, are being pursued in partnership with councils.

With regard to the role of local government, councils have a clear responsibility under the Planning and Environment Act 1987 to undertake strategic planning for their municipalities and to develop local strategies and policies, in line with the State Planning Policy Framework. This responsibility does not change with *Melbourne 2030*.

Ministerial Direction 9 requires planning authorities (including local councils) to have regard to *Melbourne 2030* when considering amendments to planning schemes. As Responsible Authorities under the Act, councils must also have regard to *Melbourne 2030* when considering applications for planning permits. As local councils undertake their mandatory three-yearly review of Municipal Strategic Statements, they will need to make changes to ensure these are consistent with *Melbourne 2030*, which is to be reviewed every five years.

## How will the planning system be improved to help with implementation?

### Your comments

As expected, the use of the planning system to support *Melbourne 2030* is an issue for many submitters.

Three general points of view are expressed:

- the development industry is in favour of less discretion by councils in making decisions and fewer opportunities for third party appeals against decisions in certain areas, such as activity centres
- local councils support some streamlining of the planning process to reduce workloads (for example, the pre-application certification program), but are split between those wanting to maintain flexibility through a performance-based system and those wanting more certainty through prescriptive rules
- members of the community want to ensure their involvement in important land use decisions that affect their neighbourhoods, and call for more certainty and prescription in relation to urban development.

The role of the Victorian Civil and Administrative Tribunal (VCAT) is questioned by many submitters, including SOS. Most agree with the need to give VCAT more resources, but many call for its role to be reviewed. Criticisms, mainly from local councils and community groups, include the need to ensure that VCAT takes more account of local planning policies in making decisions.

A number of submitters are concerned by conflicts between *Melbourne 2030* and Municipal Strategic Statements (MSSs) and local planning policy. They feel that local communities need time to be involved in reviews of MSSs.

### Our response

Many of the issues raised by the development industry, local government and individuals about the way the planning system operates are

addressed in 'Better Decisions Faster'. This discussion paper sets out a range of options to improve the planning system and reduce problems that may cause frustration and add to development costs. It was released in August 2003 in response to the Whitney Committee's work on possible changes to the operation of the planning system. Public comment on 'Better Decisions Faster' is being received until 8 November 2003.

It should be clearly understood that *Melbourne 2030* is not a 'draft' policy but a statement of Government policy intent, and it is being implemented on that basis.

The Government needs to ensure that land use and transport decisions, now and in the future, support the outcomes that are desired by the broader metropolitan community and that reflect local community concerns. Therefore we have elected to use the planning system to implement key elements of *Melbourne 2030*, in order to ensure that critical decisions that may need to be taken at this early stage do not prejudice implementation.

However, current local planning policy and controls will continue to have status. We acknowledge the work of some councils to date in developing robust planning policies that balance community interests with broader State objectives. Councils should review and update their Local Planning Policy Frameworks in light of the directions and policies of *Melbourne 2030*.

Important Government actions in the transition stage include:

- bringing the urban growth boundary (UGB) that defines the outer limits of Melbourne's growth into effect from the release date of *Melbourne 2030*
- simultaneously, releasing Ministerial Directions 9 and 10, which require planning authorities to have regard to *Melbourne 2030* when considering planning scheme amendments, and to seek the views of the Minister before preparing an amendment affecting the UGB or land outside the UGB (green wedges)
- introducing new legislation to ensure that any amending planning scheme that proposes changes to the UGB and to the subdivision of land in the green wedges must receive the consent of the Minister prior to the amendment being drafted, and must be considered by both houses of State Parliament at finalisation. This is supported by new planning provisions, including new zones for application in green wedges
- finalising the Rural Zones Review to report on changes required to improve the application

and consistency of land use controls over rural land.

As well as these actions the Government has made three important additional moves:

- the Minister wrote to VCAT and Planning Panels Victoria explaining the status of *Melbourne 2030* and asking that they have regard to it in their decisions. On 30 April 2003, VCAT delivered an important decision regarding *Melbourne 2030*. It confirmed that *Melbourne 2030* should be given weight and found that when considering *Melbourne 2030*, it is necessary to have regard to the document in its entirety – to balance the directions
- the policies of *Melbourne 2030* will be incorporated directly into the State Planning Policy Framework. The submissions received on the proposed draft Clause 12 will help determine the final form and content of the new provisions
- we have prepared and released for public comment the report, Better Decisions Faster (see above).

Other specific planning system initiatives arising from *Melbourne 2030* include:

- a review of activity centre planning controls to ensure that these encourage the appropriate type of development
- new guidelines for housing, four storeys and above
- review and revision of the urban design guidelines in the planning scheme
- a new Sustainable Neighbourhoods Code to incorporate the 'Neighbourhood Principles' from *Melbourne 2030* in subdivision and community planning
- development of a Practice Note based on the activity centre design guidelines.

Each of these initiatives will be developed through consultation and will seek to achieve the best balance of prescription and performance. Through such projects and their translation into planning schemes, much greater certainty will be provided to the community and development industry.

## How will population growth be managed?

### Your comments

There are a number of interrelated comments in the submissions about expected population growth, its impacts and proposed distribution.

Many submitters feel *Melbourne 2030* is promoting growth. There are some calls for a re-examination of the projections on the basis that such a level of growth is unsustainable, or undesirable.

Some submitters raise the issue of the impact of population growth on services and infrastructure. Some feel that existing areas, particularly in inner Melbourne, could not cope with an increase in population. Issues include undesirable high-rise developments intruding into existing low-rise residential areas, traffic congestion, and loss of heritage, neighbourhood character, and open space. These issues are also of concern to submitters from outside Melbourne, particularly with regard to small towns.

Many feel this population growth should be redirected to regional Victoria.

On a more technical level, some submitters suggest that the projection of up to one million new residents in Melbourne by 2031 is either under-estimated or over-estimated.

### Our response

*Melbourne 2030* aims to strategically manage and plan for projected population and household growth. Governments, however, have a responsibility to plan for expected growth and change and the population growth that we are planning for – one million new people in the metropolitan area over the next 30 years – is based on the best estimate at the time of preparing *Melbourne 2030* (the Australian Bureau of Statistics Series R projections).

Because projections will change over time, those on which *Melbourne 2030* is based will be updated as required as a result of continual monitoring of demographic trends and our five-yearly reviews. The Department of Sustainability and Environment is currently revising population and household forecasts based on 2001 census data and updated estimates of populations. Levels of interstate and overseas migration have consistently increased over the last five to 10 years. Whatever the number and whatever the planning time span, we will need to know how and where we intend to accommodate them and the new households they represent.

Many people may feel that land for population growth is limitless. Unfortunately, given the issues of climate, topography, availability of

water, sensitivity of ecosystems and other factors, appropriately located land to accommodate this growth is really a finite resource. Hence we need to carefully consider the ultimate distribution of new households, and we must aim to coordinate infrastructure and achieve a balance of social, economic and environmental outcomes that leads toward improved sustainability for the urban and non-urban populations of the region.

Locating a larger proportion of households within activity centres across the metropolitan area is critical to many of the other policies within *Melbourne 2030*.

There has long been bipartisan support for a State policy of urban consolidation. *Melbourne 2030* reaffirms this policy position. Results of public consultation while developing *Melbourne 2030* make it clear that Melburnians want to protect green wedges and established suburbs by concentrating most of the significant change in and around activity centres. By locating more housing in and around these and other strategic redevelopment sites, pressure on other locations can be relieved over time.

We must balance the requirements of population growth with safeguarding the valuable attributes of the existing metropolis. The Government proposes new urban management tools to help with the process of planning for the expected growth. These include:

- establishing the Urban Development Program (UDP) — now in its first year of operation and working on a rolling 15-year program, the UDP will ensure there is enough land and supporting infrastructure to meet future residential and industrial needs for metropolitan Melbourne and Geelong
- establishing Regional Housing Working Groups with local councils and other stakeholders to provide a forum to highlight common housing issues and needs, identify challenges, and present innovative and sustainable approaches to meet current and future housing needs across metropolitan Melbourne. The work of the Regional Housing Working Groups will also help inform local housing strategies and policies developed by local government
- establishing Committees for Smart Growth with local councils, service agencies and other stakeholders to review or create new growth area plans for the fringe growth areas of Melbourne – committees for Wyndham and Casey-Cardinia are now being formed and will begin meeting soon with Mr Tim Offor as chairperson, while committees for Hume, Whittlesea and Melton-Caroline Springs are also being established

- establishing joint planning processes with local councils to develop structure plans for activity centres, where a greater proportion of the new households will be encouraged to settle – a notable amount of the Local Government Assistance Program's targeted grants is helping fund this work
- developing regional action plans to address planning and infrastructure issues affecting regional cities, towns and rural areas, to better equip them to deal with population growth – plans for Ballarat and Bendigo are under way.

## What will be done to ensure successful implementation of activity centres policy?

### Your comments

Direction 1, dealing with the development and redevelopment of activity centres, is a critical policy area in *Melbourne 2030*. Submissions focus largely on the need for better planning system tools, State Government leadership, and managing the impacts of development in and around activity centres.

There is general support for the principle of concentrating activity and development within a network of activity centres, and for State and local government working in partnership to manage and underpin this network. There is also general support for improvements in decision-making rules for developments that affect activity centres, and for stronger controls on out-of-centre development.

However, some submitters suggest that there is insufficient recognition of previous retail policy in *Melbourne 2030*. Many local councils also question *Melbourne 2030*'s system of classification of centres and its application to specific centres. Some feel that the classification system and its application is contrary to local planning policy and will cause problems in the development approvals process, particularly at VCAT. Others are concerned that the list might preclude the development of new centres. Still others are concerned that detail about each category, particularly for neighbourhood centres, may not be sufficient.

Councils generally call for a means of differentiating between centres within the same classification according to their ability to support increased development. They feel that a 'one size fits all' approach will not work in practice. This is especially the case in inner Melbourne where a number of councils consider their existing centres are already at capacity.

In some cases, submitters argue for the recognition of employment precincts as activity centres, particularly applying the 'Specialised

Activity Centre' classification to business parks or specialised industrial areas.

The impact on land values and competition for space worries some submitters, who feel that the policy could grant monopoly rights to certain landowners, particularly single owner stand-alone centres, and that land for development or even shop rental in centres would be priced uncompetitively. A related concern is the fragmented land ownership patterns within centres that make it difficult for developers to easily and cost-effectively acquire land for new developments.

Even though there is support for stronger controls on out-of-centre development with most submitters recognising the problems associated with this type of development, strong views also come from submitters who argue that there is no acknowledgement of the community benefit, particularly for consumers, of locating such facilities outside activity centres. They also argue that there is a shortage of land within centres to accommodate bulky goods retailing facilities.

Questions are raised about details of the policy and the impact of implementation on individual centres. These include:

- the scale of development in individual centres
- the capacity of certain centres to hold more development
- the effect of development on adjoining land uses
- the achievement of a balance of uses in centres
- ensuring provision of essential infrastructure
- the respective roles of State and local government in addressing these local questions.

### Our response

Ensuring that activity centres work more effectively as locations for business and residential activity is fundamental to developing metropolitan Melbourne in a more sustainable manner, and thereby to helping achieve successful implementation of *Melbourne 2030*.

Retail planning policy is implicit in *Melbourne 2030*. It contains strong policies regarding the location of future major retailing activity and the outcomes that are sought for retail development.

We accept that there is a need for better planning system tools, particularly for the implementation of structure plans. A clear decision-making framework for activity centres will be established, through monitoring structure planning and the applicability of



existing planning tools, and through working with stakeholders and submitters to develop new assessment criteria for out-of-centre developments. Your comments are being taken into account in developing integrated performance standards and guidelines for activity centres and Transit Cities. Also under way is the Sustainability for the Built Environment Program, which will develop a framework for the inclusion of sustainability requirements in the planning system.

State Government leadership and assistance is important in this vital segment of *Melbourne 2030*. The commitment applies to the whole-of-Government. We will encourage and help local councils with the structure planning of centres, particularly Principal and Major Activity Centres. We will continue to work with local government and other key agencies as part of the Transit Cities Program, particularly in the area of connections to the Principal Public Transport Network (PPTN). The metropolitan centres chosen for the Transit Cities Program provide a wide range of issues and challenges, and opportunities for cooperative action between Government, local government, business and the community. We are also working across government to ensure that our policies and practices for location of government facilities are aligned with *Melbourne 2030* objectives.

The structure planning process will be used to manage the impacts of development or redevelopment. We have already noted that \$2.5 million of the Local Government Assistance Program is devoted to targeted funding for councils, much of which is being applied to structure planning. A Planning Practice Note on structure planning has been prepared, and will be released soon.

We note your concern about adding to the list of activity centres. Unlike previous activity centre policies, *Melbourne 2030* does not try to restrict centres to a small list; instead, its classification system incorporates all centres in the metropolitan area. This means that businesses will continue to enjoy wide choice in where they locate. New centres will be able to develop and be included within the classification system, provided they meet the criteria set out in the strategy. One of the most important is access to the PPTN for Principal, Major and Specialised Activity Centres.

While we do not support the inclusion of employment areas like business parks and industrial areas as activity centres, this does not detract from the need to plan and manage those valuable areas to ensure their continued contribution to economic outcomes.

A number of initiatives are proposed to support implementation of the policy. These aim to ensure that activity centres are properly planned

to minimise adverse effects of increased development densities, within activity centres and where they adjoin residential areas. The initiatives include:

- a structure planning program for activity centres, backed up by information for councils and communities to guide them on methods for preparing and implementing structure plans (Initiative 1.1.2)
- the release of Activity Centre Design Guidelines to guide strategic planning for activity centres and the development of local planning policies and controls (Initiative 1.1.2) – these will complement the guidance information on structure planning
- preparation of design guidelines to guide the development of bulky goods retailing and specialist superstores within and on the edge of centres
- investigation of different partnership models that could be applied to activity centres
- review of the suite of business zones and other related statutory tools to provide a clear decision-making framework for development in activity centres (Initiative 1.1.5)
- development of integrated performance criteria for activity centres to assess the performance of each centre in the network and provide a benchmark for determining the direction and magnitude of changes required to improve the network of centres (Initiative 1.2.3)
- a review of car-parking policies and management for Central Melbourne and for Principal and Major Activity Centres (Initiative 8.8.5)
- demonstration projects like those being carried out through the Transit Cities Program (Initiative 1.1.3)
- revisions to the residential planning provisions to provide guidelines for developments of four storeys and above in higher density areas (Initiative 1.3.3)
- development of guidelines for best practice methodologies for community engagement and consultation about land use planning issues (Initiative 9.2.1).

The powers of VicUrban will be applicable in centres with approved structure plans, in order to facilitate site assembly where fragmented land ownership could be a barrier to redevelopment. This will be subject to Ministerial approval on a case by case basis.

We acknowledge the general anxiety about the scale and form of development in and around centres, and hope that the initiatives listed

above will go a long way to helping resolve the concerns. Until those projects are completed, it should be noted that all existing local planning policies and controls still operate and must be considered alongside *Melbourne 2030* when development decisions are being made.

## **How will Melbourne 2030 ensure there is enough land for housing – and enough housing that people can afford?**

### **Your comments**

The land development and housing industries express reservations about the impact of the urban growth boundary (UGB) on the availability of land for future urban development. In some areas they argue that the location of the UGB in fringe growth areas is too restrictive and will lead to land supply monopolies and subsequent impacts on land and house prices. In other areas they argue that the location of the UGB is contrary to local planning policies and jeopardises significant investments in land and infrastructure already made on the basis of those policies.

Within growth areas, the intention to examine the use of developer contributions to help fund State infrastructure, particularly public transport, is objected to on the grounds that it could make housing unaffordable for first-home buyers.

In the established areas, some developers question the availability of land within and around activity centres to satisfy demand for commercial and residential development. Local councils, it is alleged, have made it increasingly difficult for developers to meet market expectations due to ‘unnecessary’ council restrictions. To this is added the problem of fragmented land holdings in small parcels that are seen to be uneconomic and difficult to consolidate.

Most submitters, especially those from local government, the development industry and others involved in providing housing, strongly believe that an increase in the supply of affordable housing is essential to the success of *Melbourne 2030*. Further, they believe that such an increase will not occur if it is left to market forces, and that reliance on current approaches is not sufficient. And they maintain that the State Government must take the lead to ensure such an increase occurs.

Many submitters note potential tension between achieving a more compact city and increasing the supply of affordable housing. Industry associations such as the UDIA, HIA and the PCA note this tension, as do local councils and community organisations such as VCOSS. They

believe that other *Melbourne 2030* policies, especially those to do with the urban growth boundary and activity centres, could have a negative effect on housing affordability, and that additional measures will be needed to balance this.

Submitters emphasise that affordable housing must be well-located in terms of transport and services. Most expect the Government to take the lead in resolving any tension between an increase in the supply of affordable housing and the policies of Direction 1 – ‘A more compact city’.

### **Our response**

The Government has made a commitment in *Melbourne 2030* to ensure that enough land is available to enable the market to meet demand and continue to produce affordable housing.

*Melbourne 2030* states:

‘In designated growth areas, preferred development sequences will be defined to better coordinate infrastructure planning and funding. This will include an indicative 10–15 year development and land-supply program, regularly updated, to identify the areas (both greenfield and major infill/redevelopment sites) in which development is expected to meet projected housing demand’.

The Urban Development Program (UDP), set up by the Minister for Planning to establish and monitor land supply across metropolitan Melbourne and Geelong for residential and industrial uses, held a series of forums in May 2003 for key stakeholders – including local government and infrastructure providers – to ascertain the land supply and demand situation in each fringe growth area. An immediate result was the need for new growth area plans for Hume and Melton-Caroline Springs.

The success of the UDP is only possible with a strong partnership with industry and local government. The Government thanks the UDIA and HIA for their contribution to date.

Committees for Smart Growth have been set up, or are being established, in all five growth areas to review growth area plans or develop these as necessary. This work will include identification of future urban land requirements, consideration of strong public transport networks, and reassessment of the suitability of pre-existing planning directions and infrastructure commitments. Following this process, recommendations will be made to the Minister for Planning of any changes needed to the urban growth boundary (UGB) to accommodate the growth requirements.

The lack of public transport in newly developing areas is a major community issue, with public transport being one of the few major items that is not included in the existing developer

contributions system. A revised developer contributions system will be investigated that may help with funding of State-provided public transport services. While the cost of a block of land may rise as a result, the early provision of public transport services enables households to avoid the expense of owning and running an extra motor vehicle, so that households may experience an overall reduction in their travel costs into the future and gain better access to other services.

*Melbourne 2030* is an integrated land use and transport strategy, rather than a direct housing assistance plan. As such, its main focus is ensuring land use and transport planning that enables the housing market to provide a range of affordable housing options throughout the metropolitan area. Maintaining a competitive housing market is the foundation to achieving this. Therefore, elements of *Melbourne 2030* seek to ensure the ongoing competitiveness of Melbourne's housing market and to minimise tensions between the objectives of Direction 1 – 'A more compact city' and the goal of increasing the supply of affordable housing. It will do this through actions such as ensuring adequate land supply, improving planning in growth areas, and facilitating higher density development in strategic locations (see Initiatives 2.2.1, 2.2.3, 1.3.1 and 1.3.4). Detailed discussion of proposed actions to achieve these results is contained in analysis of draft Implementation Plans 2, 3 and 4 – 'Growth areas', 'Housing' and 'Activity centres'.

However, we acknowledge that specific mechanisms are required to increase the range of available housing options in some instances where there is a shortage of affordable housing. Existing programs and mechanisms to ensure this are not likely to produce a significant increase in supply. Policy 6.1 provides a specific State Government commitment to leading the investigation of a broader range of mechanisms to address the issue of housing affordability throughout metropolitan Melbourne.

## How will the urban growth boundary and green wedges be managed?

### Your comments

The hundreds of submissions received about the urban growth boundary (UGB) show that there is strong support for this policy in the community. Local councils, most community groups, and many individuals support the certainty it gives to fringe area planning and the management of development pressures. A significant number of submitters do not want any changes to the 'interim' UGB.

At the same time, many individuals and companies with landholdings just outside the UGB request that the 'interim' boundary be adjusted to include those properties before it is finally fixed. Most of these submissions come from properties on the edge of designated growth areas, although a substantial number also come from areas within the Shire of Nillumbik, and at Heatherton and Sunbury, which are not growth areas.

Local councils also ask for adjustments to the UGB to reflect past planning decisions and anomalies.

Some submitters are opposed to the UGB in principle. A common concern is that it may be too restrictive and will lead to land shortages for development and hence affect housing affordability. Some claim that land prices within the UGB have risen as a result of its introduction.

Many people operating as full-time or part-time farmers around the urban fringe express strong opposition to what they perceive as a loss of 'development rights'. This is the expectation that one day they will be able to sell their properties for some kind of urban development, including low density or rural residential. A particular issue is the proposed limitation on land subdivision – many argue that retiring farmers have no other form of retirement income other than by subdivision into small lots to sell for hobby farms or rural living purposes. Calls are made for some form of compensation to these land owners.

Similarly, many green wedge landowners say they are being asked to shoulder the burden of maintaining open rural landscapes for the benefit of urban dwellers, without any form of recompense.

The policy that the UGB will be fixed permanently around the metropolitan area outside the growth areas has a mixed reception, with many in favour but others concerned about loss of flexibility to respond to future change. Some submitters argue for a 'transitional edge' rather than a hard boundary, with a range of lot sizes allowed ranging from dense urban to large rural lots.

The issues raised about the green wedges mirror those relating to the UGB. Here too, submitters are divided in their support for or opposition to the green wedge policy, but opinion is more polarised. Local councils support the policy but want flexibility to tailor responses to the individual characteristics of each wedge. A few submitters suggest that some parts of the wedges would benefit from urban development that also delivers local environmental benefits, such as wetlands.

On a positive note, many submitters suggest initiatives to help support agricultural activities

in green wedges, and to improve the economic viability of private land. A great many also put forward ways of improving land management practices on public and private land. This is reflected in strong support for the proposal to develop green wedge action plans.

There is extensive comment on the proposed provisions in the draft Green Wedge Zone and Rural Conservation Zone. Most submissions support the content of each zone although many disagree with some of the provisions. Local councils are concerned about the process to be used for applying the new zones in the green wedges, and the degree to which they will be able to influence the outcome.

The impact of the UGB and stronger controls over green wedge land on areas beyond the metropolitan boundary is of concern to local councils surrounding metropolitan Melbourne. These bodies fear that development will leapfrog beyond the green wedges to avoid those stronger controls, bringing added pressure to rural areas and small towns which they feel ill-equipped to manage.

## Our response

The Government is strongly committed to protecting Melbourne's green wedges by maintaining the UGB around the metropolitan urban area. The major portion of the UGB will be set permanently, following assessment of submissions from individuals and local councils. Any changes deemed necessary will be put before the Parliament's 2003 Spring Session. In designated growth areas, the UGB will be set as part of the determination of the final growth area plans.

Green wedge legislation to amend the Planning and Environment Act 1987 has come into effect. This legislation requires that:

- a planning authority (local council), before being able to prepare an amending planning scheme that affects the UGB or affects land in a green wedge, must obtain the prior consent of the Minister for Planning
- a planning scheme amendment affecting the UGB or the controls over land subdivision in a green wedge, if prepared and subsequently approved by the Minister for Planning, must be ratified by both houses of State Parliament before coming into force.

The green wedges are further protected by the recent introduction into the Victoria Planning Provisions of 'core' land use requirements (see above, 'Will the Government lead in implementing *Melbourne 2030*?'). These Core Planning Provisions will apply to all zones in the green wedge areas except existing 'urban' zones in townships and some 'special use' zones. They will override any conflicting zone provision in those areas. The proposed Green Wedge Zone

and Rural Conservation Zone are consistent with these core requirements. The application of the proposed new zones, or similar ones, once their provisions are finalised, will be through consultation with the local councils.

We acknowledge the problems faced by some landowners, particularly those operating farming units, in the green wedge areas. But the planning system cannot be used as a vehicle to provide supplemental income for one class of land user. There are no 'development rights' over and above the existing planning scheme provisions. The introduction of the UGB is partly in response to the often unreal expectations of fringe landowners about future development opportunities. These expectations lead to land speculation and escalating land prices that adversely affect legitimate and long-term land users.

Land management issues outside the UGB need to be addressed through other means. The Green Wedge Action Plan process is designed to address a wide range of factors affecting the economic and environmentally sustainable use of land, only one of which is the planning system. The suggestions raised through submissions will be seriously considered in that process.

Outside the metropolitan area, the Government is committed to working with local councils and their respective communities on how best to manage development pressures. We are involved in action plans now under way in Ballarat and Bendigo. The capacity to cope with the current level of development is an issue for many councils. As noted, six fringe councils are working on this issue with the Department of Sustainability and Environment and the Department for Victorian Communities in a program to address urgent short-term planning pressures in those areas, build strategic planning capacity within local councils, and strengthen their communities by involving them in the planning process.

## How will *Melbourne 2030*'s transport-related aims be achieved, especially for public transport?

### Your comments

Submissions on the transport policies and initiatives of *Melbourne 2030* strongly support the proposed improvements to public transport services, particularly for better cross-town links and extensions to services in the outer suburbs. Many submitters make suggestions for improvements to public transport routes and services in different parts of the metropolitan area.

The commitment to realign the growth areas with the rail network, in places such as Wyndham and Hume, also wins a high degree of support. Some submitters argue for new high-capacity public transport systems in northern Werribee and to the west of the Hume Growth Area to allow for urban growth in those directions. The provision of public transport services early in the life of new communities is also heavily supported.

Submitters generally support *Melbourne 2030's* proposed policies and initiatives on freight and logistics, but are also eager to know the content of the Freight and Logistics Strategy. There is support for the increased use of rail for heavy freight movements, while stressing the need for better management of freight traffic on roads.

Reducing car use is the focus of many submissions. Initiatives like TravelSmart and Green Travel Plans are supported. Generally there is a desire to see more actions proposed to reduce car use – especially through demand management measures such as restrictions on car parking, price signals to reduce car use in congested areas. A requirement to use 'green' cars in urban areas is also suggested. A few submitters feel that *Melbourne 2030* places too much emphasis on road projects, and that this emphasis conflicts with the 20/2020 public transport target – 20 per cent of motorised trips by public transport by 2020.

Others believe that the continuing importance of roads has been underestimated, as the majority of motorised travel will still be by car, with most freight and commercial traffic on road, together with an expanded role for buses and road based trams.

Strong support is received for Melbourne 2030's proposals to improve walking and cycling facilities, with calls for increased funding and action to implement the proposals.

A major issue for many submitters is a perceived lack of detail on the funding and timing of provision for the new infrastructure and services, particularly for public transport and in light of the Government's commitment to deliver on its '20/2020' target (20 per cent of motorised travel being undertaken on public transport by the year 2020).

### Our response

*Melbourne 2030* aims to provide the vision and supportive policy framework within which the Government's 20/2020 target for personal motorised movement can be realised. The Department of Infrastructure Corporate Plan will present integrated program priorities for improvements to roads, tram, train and bus services across the metropolitan area, in the context of the needs of all Victorians for infrastructure and services that support commerce and personal movement.

Moderation of the demand for car use is being addressed through a range of travel demand measures like the TravelSmart Program and Green Travel Plans. Initially we will emphasise measures that will improve and promote sustainable travel choices, to encourage more people to make such choices. We also need to consider other mechanisms, like improved pricing measures, to influence travel demand.

It is recognised that the road system will remain the key element in the transport system for Melbourne and Victoria. As the Melbourne economy grows, so too will road traffic, including private motor vehicles, freight and commercial vehicles, trams and buses, walkers and cyclists. Management of the road system and travel demand will be vitally important but so will road improvements, particularly to enhance safety and support sustainable travel choices. New roads will also be needed, particularly in the outer growth areas.

An increase in public transport use, walking and cycling, although essential, will not compensate for the growth in future demand for motor vehicle trips, particularly by freight and commercial vehicles on the road system. However, future road improvements will present opportunities to improve travel times and reliability for trams, buses and freight vehicles.

Walking and cycling facilities are a joint responsibility of State and local government. Therefore a collaborative approach is being used to ensure that walking and cycling paths link with schools, rail stations and activity centres. The State Government has allocated more funds (for example, an extra \$8 million in 2003-04) to accelerate the completion of the Principal Bicycle Network. As part of the Victorian Greenhouse Strategy, a new program, 'Reducing the barriers to walking and cycling to schools', began in 2003. The Sustainable Neighbourhoods Code being developed by the Department of Sustainability and Environment will incorporate the Neighbourhood Principles from *Melbourne 2030* and will give greater recognition to the importance of walking, cycling and public transport in new urban development.

## How will local areas be protected as development takes place?

### Your messages

Individuals and community-based organisations comment on the need to prevent inappropriate development in established urban areas of Melbourne and in small towns along the regional transport corridors.

Generally, people are worried about what this policy might mean for areas for which they have special feelings, whether they live, work or relax there. Many submitters want protection for local

character and heritage which may be threatened by developments that are out of scale with surrounding buildings, or that bring a new form of structure into an otherwise uniform built environment. Submitters note that many activity centres have heritage values, particularly in inner areas.

The possibility of increased population levels in local areas concerns a few submitters who are worried about the lack or overuse of existing local open space, leading to a decline in local amenity. This also prompts submissions about increases in traffic congestion, with consequent greater air and noise pollution and a decline in road and pedestrian safety.

Many submitters are concerned that the policies of *Melbourne 2030* encourage high-density housing in all residential areas. There is some opposition to high-density housing in and around a few activity centres.

There is also concern that *Melbourne 2030* advocates continuous urban sprawl along the regional transport corridors between Melbourne and the main regional cities, possibly threatening the identity and character of the towns along those corridors.

Submitters in favour of *Melbourne 2030's* aims for future household distribution also stress the need to manage the impacts of increased housing densities at local level, even for those areas designated as strategic redevelopment sites (including activity centres).

### Our response

The Government is committed to protecting the suburbs from inappropriate development. *Melbourne 2030* explains that more development – housing and employment – will be accommodated in selected parts of established areas to encourage more effective use of infrastructure for human services, public transport and water, power and communications. This will also reduce pressure for inappropriate developments in established areas with valued urban character and streetscapes.

In other words, existing activity centres (with their substantial local community and business investment) will be the focus of much new development.

*Melbourne 2030* provides for the future distribution of new households that are expected to settle over the next 30 years in fringe growth areas, dispersed residential areas and, increasingly, in strategic redevelopment sites, which include activity centres and major redevelopment sites. (It also supports increasing the proportion of new households locating in regional cities and towns).

The following graph shows how in dispersed residential areas the growth in the number of new dwellings is expected to decline over time, thus reducing the pressure on these areas, whereas in strategic redevelopment sites the number of new households as a proportion of the total is expected to increase over time. This is an important response to the community's expressed desire to manage redevelopment and its impacts in a more strategic manner.

The quality of new urban development in strategic redevelopment sites is an important consideration for the Government. Ensuring the quality and appropriateness of new development will be fundamental to gaining community acceptance of change. *Melbourne 2030* states that:

'The valued character of established parts of the city will be protected through application of the residential development provisions (ResCode) and other planning measures. This includes items of cultural heritage, historic buildings, green spaces and valued suburban streetscapes'.

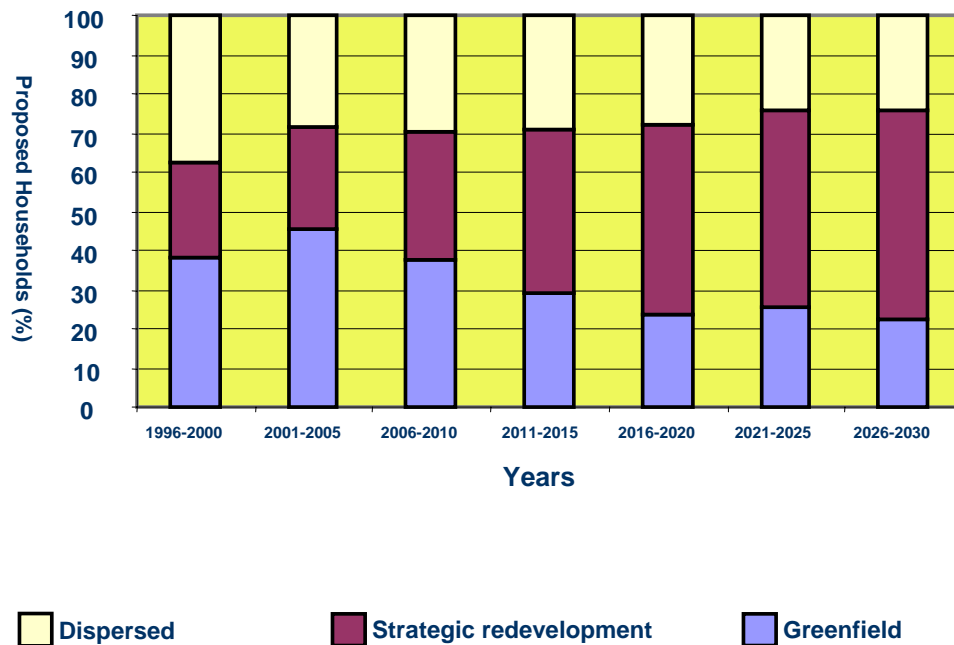
New development and redevelopment in metropolitan Melbourne and the surrounding region will respond and contribute to the existing sense of place and cultural identity. Links between land-use planning and cultural planning will be strengthened.

The Government will support heritage investigations as part of activity centre structure planning. A considerable resource in terms of funding and expertise is available to local councils through the Victorian Heritage Program (VHP), managed by the Heritage Council and allocated \$8 million over two years in the 2003 State Budget.

*Melbourne 2030's* policies (particularly in Direction 5), as well as policies in the State Planning Policy Framework, will need to be taken into account in determining locations for new development. A recent VCAT decision (Decision No. P2678/2002), makes it clear that it is necessary to have regard to *Melbourne 2030* in its entirety and to balance the directions.

State planning scheme provisions, supported by appropriate local policies and controls, will provide much greater certainty for both residents and the development industry and enable better management of potential impacts at local level. Such provisions include ResCode, ResCode+ (for buildings of four or more storeys), and the Sustainable Neighbourhoods Code.

### Proposed distribution of additional new households 2001-2030



*Melbourne 2030* aims to protect Melbourne's suburbs whilst encouraging appropriate development. Therefore, the need for interim controls will be considered by the Government on a case-by-case basis. Changes that will obstruct the implementation of *Melbourne 2030* will not be supported. But changes that are consistent with *Melbourne 2030*, fill a policy gap or protect future options may be supported on the basis that detailed planning provisions will be developed through the normal process.

*Melbourne 2030* also addresses the issue of preserving and improving local open space. A commitment is made to reassess open space needs and to develop planning guidelines that cover issues such as open space distribution, appropriate uses and park sizes for different purposes. This will be closely linked to *Melbourne 2030's* 'Neighbourhood Principles', and will be carried out in conjunction with local government. The Parklands Code – reproduced in *Melbourne 2030* – will guide decision-making on the protection and management of the regional open space network.

*Melbourne 2030* does not propose continuous urban sprawl along the regional transport corridors – quite the contrary. It states explicitly that development will be focused in the regional cities and in key towns that are served by the improved transport and communication networks in the region. We are working with local government on identification of those towns as part of developing regional action plans for the Bendigo and Ballarat regions and corridors. Together we are also working on the planning measures needed to manage development in these regions. Other regions and corridors will be addressed as resources permit.

## Will the community have a say in planning and managing change?

### Your comments

In general most submitters are pleased with the wide consultation the Government undertook before releasing *Melbourne 2030*. A few comment that they had no opportunity to consider the directions and policies prior to the Government adopting them.

Where there is a perception of lack of consultation, this comes from landowners affected by the urban growth boundary (UGB) and the proposed policies that would affect land in the green wedges. Some suggest that the UGB planning scheme amendment should have been placed on public exhibition like a normal amendment to allow for public hearings. Some argue that landowners should be notified of any proposed changes to the interim UGB and provision made for public hearings before an independent panel.

Many indicate significant interest in ongoing involvement in the implementation of *Melbourne 2030*, making positive suggestions about how this could be accomplished. They emphasise the importance of a sustained effort over a long period of time, to enable the development of effective partnerships. It is recognised that contentious issues are bound to arise from time to time, and submitters believe the consultation mechanisms developed to implement *Melbourne 2030* need to provide an effective and efficient way of including the views of all major stakeholder groups. One submitter suggests consultation that includes a state reference group or advisory council, regional working groups and consultative steering committees at local level. Another submitter highlights the possibility that local groups could frustrate outcomes.

The use of the 'place management' approach in implementing specific projects in defined areas is generally supported although there is some suggestion that this concept needs more explanation and testing before being widely adopted.

A number of submitters see a need for a community education, marketing and cultural change program to help achieve specific outcomes, such as higher density housing, or general acceptance and understanding of the strategy.

There is support for proposals to use a dedicated website to provide the annual Community Update Report and interim progress reports. And there are many suggestions about topics for inclusion in the reports as a true indication of progress in implementation.

Many submitters emphasise that *Melbourne 2030* must be a living document, able to respond to changing external circumstances as required. There is general agreement about the need to update the strategy formally every five years, although a few suggest every three years to align with local council reviews of Municipal Strategic Statements. Suggestions are also made about how best to coordinate with local councils to ensure that the review process can access the best available local data on trends.

### Our response

As already noted, there is widespread desire for the Government to implement *Melbourne 2030* while providing strong leadership. Clearly the community and its leadership want to be an effective part of the process of implementation, having already been involved with the Government in three years of in-depth research, analysis and consultation through public forums, small group workshops, direct submissions, expert reference groups and regular meetings and briefings (for stakeholders and peak bodies).

The Government will continue to listen to the community and provide avenues for involvement through a wide variety of processes. For example, the Transit Cities Program has demonstrated 'place management' in activity centres, such as Dandenong, where projects are being managed to deliver better public transport, more housing and business opportunities. Lessons from this experience will be applied to the establishment and management of other projects. As they develop new or revised growth area plans, the Committees for Smart Growth will have to engage effectively with local communities.

The Minister for Planning recently established the *Melbourne 2030* Implementation Reference Group. Members are drawn from peak bodies and associations representing a wide range of business, industry, professional, community, local government and environmental interests, chaired by an independent non-government person. The group is advising the Ministers for Planning and Transport on implementation issues and opportunities.

Maintaining the flow of information to the community is important. The Government will produce an annual Community Update report, and has already begun providing progress reports on the *Melbourne 2030* website at [www.melbourne2030.vic.gov.au](http://www.melbourne2030.vic.gov.au). You can use this address to access the *Melbourne 2030* electronic mailing list, which will be fully utilised to keep stakeholders and interested persons informed of important events and achievements.

An important part of information exchange is to have regular and highly visible dealings with the



public. After the launch of *Melbourne 2030* the Department of Sustainability and Environment established an interactive display at the Melbourne Museum in Carlton. Most recently in 2003 we have been involved in the HIA Home Ideas Show and the Sustainable Living Festival.

Where local government actions are necessary to implement *Melbourne 2030* – such as for the review of council Municipal Strategic Statements, the development of local housing strategies, and for activity centre structure planning – the community will be involved as part of these processes.

## Does *Melbourne 2030* go far enough in promoting sustainable urban development?

### Your comments

There is no disagreement with basing *Melbourne 2030* on the principle of sustainability.

In fact there is strong support for more use of sustainability criteria in decision-making by governments. Some submitters advocate establishing a critical set of sustainability-based performance criteria, and monitoring and reporting against them. The possibility of an 'environmental checklist' for future land use and development is also put forward.

A few submitters question the definition of the term 'sustainability' and its use in *Melbourne 2030*. One view is that *Melbourne 2030* is about 'sustainable growth' and not sustainability as such, and that there is a difference between a city that is sustainable (one that does not deplete resources faster than replenishment, does not degrade the environment, and so on) and one that is able to sustain its growth. There is also a concern that the definition in *Melbourne 2030* is not consistent with the National Strategy for Ecologically Sustainable Development as it implies that no other objectives than those listed are applicable.

Many submissions suggest further actions to promote sustainable urban development, such as the need for increased focus on building and plumbing regulatory systems, the need to integrate different initiatives (for example, the various codes and guidelines), and the need to develop sustainability indicators, targets and benchmarks. More practical advice to local government on how to achieve sustainability outcomes is advocated, as is setting targets for water recycling, stormwater retention and rainwater tanks under the Building Code of Australia and the Victoria Planning Provisions.

Among suggested new initiatives to address retrofitting the existing urban fabric are sustainable building design, construction and technology including the life-cycle of materials,

materials consumption and opportunities for redevelopment.

Some submitters see a strong need to create a focus for sustainability issues within the Government, such as a multi-disciplinary team set up to pursue sustainability ideas, both short-term and long-term. Local councils underline the importance of working with local government.

### Our response

*Melbourne 2030* is based on the need to achieve social, economic and environmental outcomes and its principle of sustainability is based on an integrated approach to decision-making. This is reflected in the criteria set out in the 'sustainability in decision-making' section of *Melbourne 2030*. The principle also refers to the National Strategy for Ecologically Sustainable Development (NSED), strengthening its importance rather than detracting from it. The NSED is not solely concerned with environmental outcomes – it too stresses the importance of social and economic outcomes.

The Government is pursuing initiatives that will see further definition and refinement of the way the sustainability principle is put into practice. For example, the Sustainable Neighbourhoods Code will update the residential subdivision provisions of the Victoria Planning Provisions to promote *Melbourne 2030*'s 'Neighbourhood Principles'. The Sustainability for the Built Environment project is designed to review and recommend ways to improve the regulatory systems (planning, building and so on) to implement new sustainability requirements such as water conservation, water recycling and energy efficiency.

In July 2003, the Government announced that from July 2005, all new homes will be 5 Star energy efficient and include major water saving devices – such as AAA rated taps and fitting, water tanks or solar hot water systems. The Government has also released a Green Paper, *Securing Our Water Future*. The Green Paper sets out options and proposals for achieving sustainable water management within Victoria.

The Government commits to vigorously pursuing water recycling and conservation (including working with households and industry to reduce wastage of water) and to finalising the water industry review 'Securing our Water Future' with the aim of achieving sustainable water resource management across Victoria.

Since the release of *Melbourne 2030*, the Government has passed legislation to establish a Commissioner for Environmental Sustainability, with a charter to report on the state of Victoria's environment and to audit the Government's performance in relation to its own operations.

The Government has also created a Department of Sustainability and Environment to drive the State agenda in relation to sustainability of the built and natural environment.

Work is also under way at national level to incorporate sustainability issues into the Building Code of Australia, which the State Government supports. Other projects will evolve as new ways to address the issue of retrofitting the existing built form are considered.

As indicated in *Melbourne 2030*, the Government has created a new position of Commissioner for Environmental Sustainability, whose role encompasses independent auditing and reporting on the state of the environment and the Victorian Government's environmental performance. A State of Environment Report will be tabled in Parliament at least every five years. The NSESD could help provide a basis for the development of benchmarks and performance measures to be included in the audit.

# Introduction

This report presents the issues that have been raised in reply to the Government's integrated urban development and transport strategy, *Melbourne 2030 - planning for sustainable growth*.

It is the next stage in a process that began in December 1999 with data collection, research and extensive consultation, and continued through to October 2002 with the Government's release of *Melbourne 2030*. At the time of release we asked interested parties for comment on *Melbourne 2030* and how it might be put into practice. We wanted your reactions to its proposed initiatives and the associated draft implementation plans and advisory note.

The response was significant. By the end of February 2003 we had received almost 1500 submissions. Figure 1 illustrates the focus of comments made in relation to the nine key directions of *Melbourne 2030* and its associated draft implementation plans. Two-thirds of the submissions refer to the extent and location of metropolitan growth (including housing) and to the need to improve our transport systems. Clearly, comments about Direction 2 - 'Better management of metropolitan growth' - where the emphasis is on the urban growth boundary and green wedges, far outweigh the others.

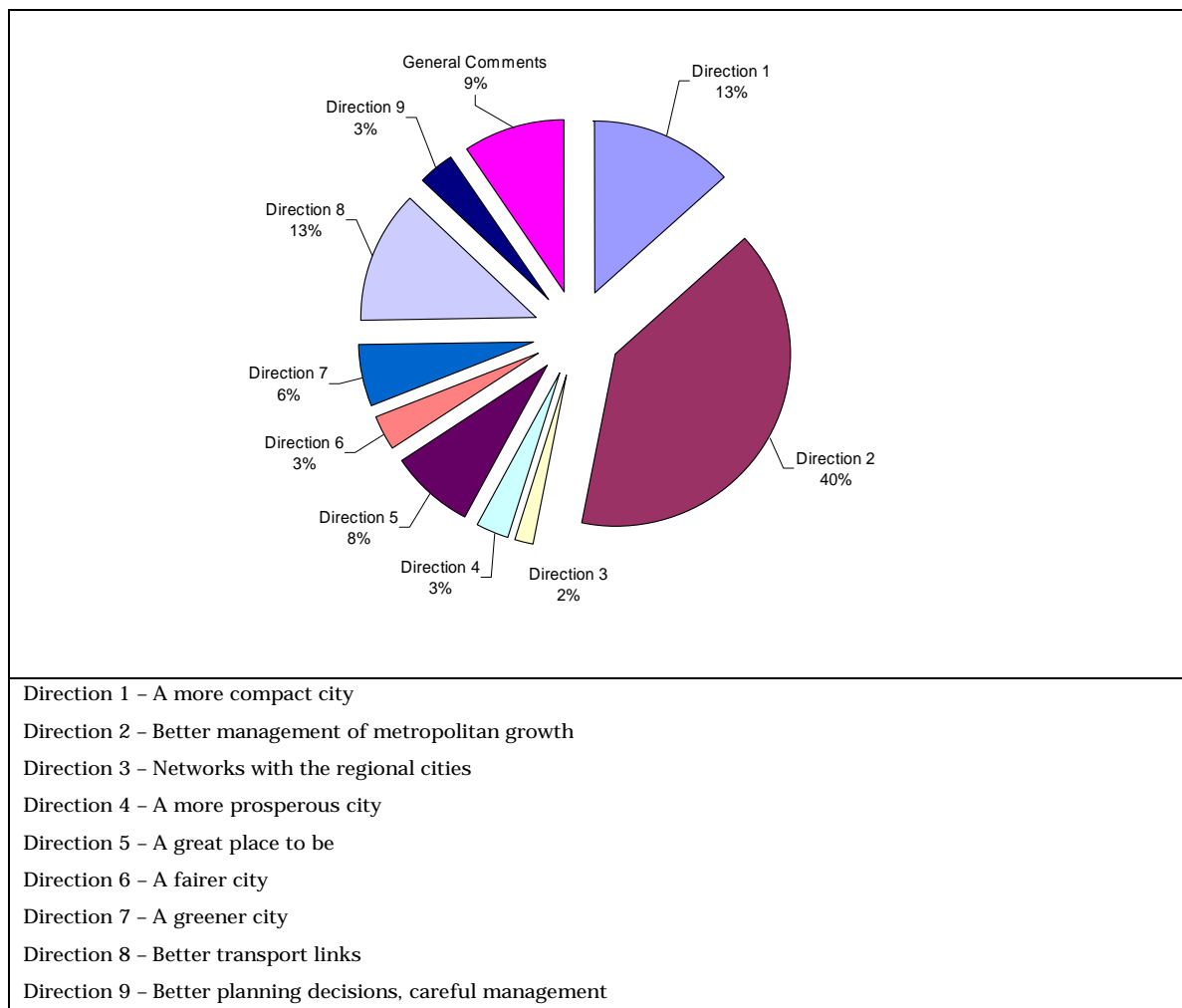


FIGURE 1 -Submitters' comments on *Melbourne 2030*, by key direction

(Note: Submissions on draft implementation plans have been allocated to their respective key directions for illustrative purposes)

Overall, your comments are positive and supportive of the Government's 30-year vision for Melbourne, and of *Melbourne 2030's* principles, directions and policies. Many of you commend the way *Melbourne 2030* seeks to manage change in a more sustainable manner, and generally you endorse it as a framework for guiding the future development of Melbourne and its surrounding region. We accept, however, that you seek clarification and refinement of many of the proposed implementation mechanisms.

This 'Report on Submissions' summarises what you have said to us, and it offers our responses and commitments for future action.

This material is presented in two main sections

- the draft implementation plans and advisory note (Part 1)
- implementing the policies of *Melbourne 2030* (Part 2)

Part 1 is divided into seven sections, representing the six draft implementation plans and the advisory note. Each section follows the format of the 'actions' tables in the implementation plans, and includes your comments on the proposed actions and tasks, and our responses. We make commitments about future work, and indicate projects – existing and planned – that will be given priority as *Melbourne 2030* is implemented.

Part 2 is divided into nine sections, representing *Melbourne 2030's* key directions. Each section is based on the policies within these directions, and includes your comments on these policies, and our responses. Again we commit to future action, and indicate priority projects.

The level of comment in relation to specific policies or draft Implementation Plans is categorised as follows:

- low (less than 20 submitters)
- medium (between 20 – 49 submitters)
- high (between 50 – 99 submitters)
- very high (100 or more submitters)

Wherever possible the report attributes comments and issues that have been raised to the organisations concerned. However, due to the requirements of the *Information Privacy Act 2000*, we cannot name individuals who made submissions.

A glossary is provided at the end of this document. Please also be aware that there are some overlaps between different sections of the report. Where this occurs, a cross-reference has been provided to other relevant sections in the report.

Released at the same time as the report is a final implementation program that sets out all the initiatives contained in *Melbourne 2030* and proposed for action in the next five years. This program can also be viewed on the Department of Sustainability and Environment's website at [www.melbourne2030.vic.gov.au](http://www.melbourne2030.vic.gov.au) and we encourage you to visit often, as it will be updated regularly.

We welcome your high level of interest and ongoing partnership as we move forward with the exciting and challenging task of planning and setting directions for the way Melbourne is likely to grow in the next 30 years.

## Part 1

# The Draft Implementation Plans



# Draft Implementation Plan 1

## Urban growth boundary

### Level of comment on this implementation plan

- very high

### Key messages in submissions

- strong support for the urban growth boundary (UGB) concept, even though many individuals or developers seek changes to the UGB to allow future urban development
- support for extension of the UGB concept around small towns in green wedges

### Priority projects

- Growth Area Planning
- Green Wedge Management Plans

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## Action 1 – Applying the UGB

### Will proposals for modifications be considered?

#### Your comments

In conjunction with the release of *Melbourne 2030* a UGB has been applied around the metropolitan urban area and larger settlements such as Melton, Sunbury and Hastings. Based on comments from submitters responding to Policy 2.1 and this draft Implementation Plan there is strong support for the UGB concept.

However, many submitters seek changes to the UGB. They include individual landowners, large developers and representatives of landowners. Submissions are distributed geographically around the metropolitan area, mostly falling close to the UGB. Many relate to areas near to identified growth areas. There are relatively few submissions in conservation areas such as the Mornington Peninsula and areas abutting the Dandenong Ranges. Affected municipalities have made submissions in support of the UGB concept, but in a number of instances have asked for changes.

Growth area councils such as Casey, Hume and Wyndham seek changes to reflect local growth area plans, while councils such as Mornington Peninsula, Maroondah and Manningham are broadly satisfied with the way the boundary is drawn. Councils outside designated growth areas, such as Nillumbik, want changes to the UGB to support local planning policies and they seek further consultation with affected

residents and communities. Greater Dandenong asks for changes to allow additional industrial development at Dandenong South. Kingston considers that the introduction of the UGB in Heatherton is premature and says any final determination of the boundary should await the conclusion of a structure plan for the area. Brimbank recommends that all landowners and occupiers affected by the UGB be consulted. Knox asks that the UGB be relocated to better represent the metropolitan landscape significance of the Dandenong Ranges.

A few submitters express concern about allowing the UGB to be amended to allow for transitional cases, and about any further modification of the UGB in growth areas. There is concern that such 'loopholes' will allow further erosion of parts of the green wedges.

The RAIA puts the view that the implementation plan should include decision guidelines and principles to guide any modification of the UGB.

## Our response

*Melbourne 2030* sets out clear policies for future urban development. The review of the UGB has allowed for some additional land to be set aside for urban development in accordance with the strict tests for where and how this can occur. The UGB is a management tool to support the policies in *Melbourne 2030*. The broad tests for considering changes to the UGB as part of consideration of submissions was laid out in *Melbourne 2030* – that is, no further expansion for areas not included within growth areas, expansion of growth areas to be subject to growth area planning principles, and small towns in green wedges having restricted development opportunities. With the passing of the Planning and Environment (Metropolitan Green Wedge Protection) Act 2003 a practice note has been issued by the Minister for Planning to help provide further guidance to planning authorities seeking modifications of the UGB.

Consideration of submissions has been based on the criteria contained in the draft Implementation Plan:

- changes that may follow a review of growth area plans
- changes that are anomalies or transitional cases eg errors, planning scheme amendments in the pipeline or proposals consistent with a recent council strategy plan
- application of a UGB to small towns in green wedges.

All proposals were tested against:

- the Directions in *Melbourne 2030*
- the State Planning Policy Framework (SPPF)
- whether the development would maintain the integrity of any non-urban area affected by the change.

Most changes proposed in growth areas have been referred for consideration by Committees for Smart Growth, as part of the growth area review, before any final determination. This is to ensure that any changes to the UGB are consistent with revised growth area plans.

### Priorities for implementation

In response to your comments we commit to:

- working with local councils in applying the provisions of the Planning & Environment (Metropolitan Green Wedge Protection) Act 2003
- ensuring unresolved UGB submissions in the growth areas are considered following the growth area review



## What is the process for change to the UGB?

### Your comments

Interface councils recommend that the process for determining and implementing the final location of the UGB should be as follows:

- anomalies and mapping inconsistencies are as agreed between the local council and the Government, with the owners involved being given notice of the change where appropriate
- transitional cases where amendments in progress would result in a change to the UGB are as agreed between the council and the Government
- segments of the boundary that are inconsistent with the Municipal Strategic Statement (MSS) or other strategic work are as agreed between the council and the Government (most of these situations will arise in the growth areas)
- where a planning panel has recommended and the council has accepted the recommendation that further strategic work be undertaken which would result in a change to the UGB, the segment in question is regarded as 'not permanent' for a period of up to three years.

Where there is no agreement in relation to the second and third items above, the councils submit that the Minister should obtain independent advice before deciding.

Mornington Peninsula Council considers that any final changes to the UGB by the Minister should only occur after:

- enactment of legislation to reinforce the UGB
- additional exhibition of transitional, anomalous and other special cases, including the application of the UGB to other areas within the green wedge with individual notice to affected landowners and occupiers.

The council also recommends that a new action and task be added to provide for reviewing the UGB after five years.

Some councils and individuals have sought further consultation with affected individuals and communities where change may be contemplated

### Our response

There is merit in a cooperative approach between the State Government and councils to finalising changes to the UGB, particularly for errors and anomalies. However, *Melbourne 2030* sets out clear parameters for where and how future urban development will occur. The criteria and tests referred to earlier provide a sound basis for the Minister to determine the need for any further consultation with Councils, affected landowners or the public. For instance UGB changes that reflect a revised growth plan are expected to be subject to wide public debate.

It should also be noted that there has been ongoing consultation with Councils while submissions have been considered.

The issues raised by Mornington Peninsula were taken into account by the Minister prior to finalisation of the UGB.

The UGB is now settled in areas other than growth areas, so the need for a formal review in these areas is not contemplated. However, Initiative 9.3.4 provides for a formal five-year review of *Melbourne 2030*. This will allow regular monitoring and review of growth area plans and regular consultation with major stakeholder groups (Initiative 9.3.1).

### Priorities for implementation

In response to your comments we commit to:

- ensuring unresolved UGB submissions in the growth areas are considered following the growth area review
- considering requests from local councils to apply a UGB around additional townships in the green wedges, consistent with local strategies and *Melbourne 2030*

## What are the guidelines for determining the UGB?

### Your comments

Maroondah Council and others ask that the UGB be based on a comprehensive analysis of the following:

- current and future housing needs and capacities
- economic projections
- natural and cultural value
- environmental assessment (including fire hazard)
- land capacity.

The need for a buffer area inside the UGB should also be explored to protect any areas of low-density or rural character from development and rezoning pressures.

The Shire of Whittlesea reiterates a number of principles referred to in the discussion paper (Green Wedges and Non-urban Issues) prepared in 2000 as a contribution to the Metropolitan Strategy Review. This paper provides the following relevant statements of principle:

- The establishment of a boundary between urban and non-urban areas should be a statement about where land uses and policies are expected to change. Not only should it be a functional and technical statement based on proper analysis of land types, but also a policy tool and political statement of what the planning authority expects to happen (page 30)
- The final boundary that establishes the dividing line between urban development and non-urban land may therefore be an amalgam of strategic intent, practical identification and detailed design. The important point is that the purpose of the boundary is well established, properly recorded and where possible has the endorsement of the community (page 31).

In establishing an urban boundary, the paper makes these statements:

- A metropolitan boundary should be the product of a strategic process that has identified future housing and other needs, valuable environmental areas and so on, and has a set of values to seek a desirable outcome
- If a boundary is set arbitrarily or capriciously it is less likely to withstand the pressure for change, as the reasons for its location will not have been founded on explicit outcomes.

### Our response

The intent of *Melbourne 2030* is to provide the kind of analysis suggested by Maroondah in growth areas and through green wedge management plans. In other locations the UGB has been drawn around the boundary of existing urban zonings. The location of these existing zone boundaries has already been subject to some form of strategic review or decision-making. While the extent of these reviews may vary they provide a basis for the UGB. The submission review process has considered the issues above as well as other broader policies in *Melbourne 2030*, such as managing outward urban growth in designated growth areas.

The criteria and tests outlined in Implementation Plan No 1 – Urban Growth Boundary, referred to earlier, and in a Practice Note on authorisation to prepare planning scheme amendment affecting the UGB and green wedge land provide further guidance on determining the UGB.

We note your concerns that higher density urban development within the UGB may expand to the edge of the UGB. Planning authorities in these areas will need to respond to any such pressures by developing policies that locate higher density development appropriately in accordance with *Melbourne 2030* directions and policies (see especially Direction 1, 5 and 8 and Implementation Plan 4 – ‘Activity Centres’) and by recognising the requirement to maintain appropriate ‘buffers’ inside the UGB. This should be no different to existing practices where land supplies are finite and restricted by natural barriers.

#### Priorities for implementation

In response to your comments we commit to:

- ensuring unresolved UGB submissions in the growth areas are considered by the relevant Committee for Smart Growth
- considering the issue of buffers within the UGB, to provide an area of transition where necessary between urban and non-urban areas

## Action 2 – Modifying the UGB in growth areas

### Your comments

The PCA submits that the Committees for Smart Growth should be given a three-month period to review the UGB before planning scheme exhibition.

### Our response

There is more thorough discussion of changes in growth areas in the discussion on draft Implementation Plan 2 – 'Growth areas'. We agree with the PCA in principle but believe it will take longer than 3 months given the complexity of issues to be addressed and the resources involved.

#### Priorities for implementation

In response to your comments we commit to:

- developing new growth area plans as quickly as possible, given the local planning issues to be resolved

## Action 3 – Applying the UGB to other areas

### Your comments

A number of local councils and individuals comment positively on this action. Affected councils make recommendations about where the UGB should be applied, or refer to strategic studies that need to be undertaken before the UGB can be applied with confidence.

The Green Wedge Coalition considers that a full strategic process should be conducted before a UGB is applied to a small town, and that this should be subject to ratification by Parliament.

### Our response

Locating a UGB around smaller townships has a number of advantages. It can clearly indicate the level of growth anticipated for a particular settlement and clarify where green wedge values will apply. A strategic approach to locating areas of future growth is preferable to a piecemeal approach to any future urban expansion.

The application of a UGB will also remove these settlements from the effect of the *Planning and Environment (Metropolitan Green Wedge Protection) Act 2003* and the need for Parliamentary ratification of amendments within the townships.

It will be necessary to ensure that the UGB for townships and settlements is consistent with Policy 2.4 on green wedges. This will ensure limited growth and consistency with strategic plans for those towns where the UGB is to be applied.

For further discussion on the application of the UGB to townships and settlements within the green wedges, refer to Policy 2.4 '*Should green wedge boundaries be extended?*'.

#### Priorities for implementation

In response to your comments we commit to:

- supporting local councils that wish to apply the UGB around townships in the green wedge areas, and to other towns facing development pressure along regional transport corridors, provided this action is based on sound strategic planning
- submitting any proposed additional UGBs to Parliament in accordance with the *Planning and Environment (Metropolitan Green Wedge Protection) Act 2003*

## Action 4 – Legislative support

### Your comments

Many submitters make positive comments about legislative action to protect green wedges.

The particular legislative action suggested in this draft Implementation Plan aims to provide the Minister for Planning with additional powers to manage where the UGB will be applied in metropolitan Melbourne.

A few submitters hold that the Minister should not prevent a local council from putting an amendment on exhibition. Nillumbik Council opposes the 'blanket' approach in Ministerial Direction 10 that requires the views of the Minister to be obtained before preparing an amendment in a green wedge. It suggests that certain types of amendment be exempt, such as those having a neutral or positive effect.

### Our response

The thrust of most submissions is broadly consistent with the Government's intent. Legislation came into force on 5 June 2003 that will require the Minister's consent to prepare an amendment that affects the UGB or land in a green wedge. This is to avoid councils wasting time and resources on inappropriate amendments which are contrary to the government's position in relation to green wedges. It will also avoid unrealistic expectations being built up in relation to possible amendments, and will save local residents from putting their efforts into responding to proposals which have no chance of being approved.

Direction 10 has been rescinded following the approval of the green wedge legislation and release of a practice note. (See the *Melbourne 2030* Website for further information).

This is in addition to Parliament needing to ratify the approval of an amendment that amends or inserts a UGB.

### Priorities for implementation

In response to your comments we commit to:

- working with local councils to apply the new legislative provisions of the *Planning and Environment Act 1987*

# Draft Implementation Plan 2

## Growth areas

### Level of comment on this implementation plan

- high

### Key messages in submissions

- general support for the proposed new growth area plans
- some uncertainty over the extent of the review process
- general support for the Committees for Smart Growth.
- uncertainty about the ability to handle growth area issues

### Priority projects

- Growth Area Planning
  - Sustainable Neighbourhoods Project
  - Urban Development Program
  - Regional Housing Working Groups
  - *Melbourne 2030* Implementation Reference Group
  - Transit Cities
- 

## Action 1 - Develop new or revised growth area plans for each growth area

### Undertake preparatory project consultation

#### Your comments

This task, which is concerned with consultation on the draft Implementation Plan to ensure it is workable, draws very few comments. The PCA submits that the consultation must be done by staging and should be transitional in nature.

#### Our response

We agree that the growth area planning process needs to be seen as a series of sequenced actions and tasks, most of which are set out for comment in the draft Implementation Plan itself. The plan is a guide to action. Any issues raised by submitters will be considered prior to finalising the implementation program.

#### Priorities for implementation

In response to your comments we commit to:

- preparing project briefs for the growth area planning work in consultation with local councils and others, and submitting them to the Committees for Smart Growth for ratification

## Scope growth area projects

### Your comments

A few submitters, such as the City of Whittlesea, feel that additional information is needed about the extent of scoping of the growth area reviews.

### Our response

DSE is committed to discussions with local councils to reach agreement on the scope of each growth area review exercise, as stated in this task. The scope will be tailored to reflect the needs of the growth area and the extent of work already completed. The Committees for Smart Growth will sign off on the scope, timing and extent of each growth area review.

#### Priorities for implementation

In response to your comments we commit to:

- discussing with local councils the scope of the planning projects

## Development of new or revised plans

### Your comments

Some of the many submitters on this task argue in favour of the status quo. Some landowners in Wyndham argue that the current growth area plan, dating from 1990, should be used rather than creating a new one. Other landowners and traders argue that new activity centres should not undermine or change the status of existing ones in Wyndham. Concern is also expressed that planning should not undermine the 'green feel' of Wyndham that attracts people to live there.

Most growth area councils including Wyndham, Whittlesea, Cardinia and Casey support the growth area reviews and the ability to review the direction and form of development, although most also qualify that support – for example, Wyndham wants to ensure that the reviews consider the current supply and future proportion of new dwellings in the metropolitan area to come from 'greenfield' sites. The Shire of Nillumbik submits that the review of the Whittlesea Growth Area should consider whether the portion in the Shire of Nillumbik should be retained or deleted.

Many submitters comment on matters that they believe the growth area reviews should address.

One submitter, for example, stresses the need to consider achieving sustainable energy outcomes through energy infrastructure, transport and development planning. SPI Powernet sees a need to consider electricity transmission infrastructure early in the process.

The importance of addressing fire prevention measures in the layout of new developments is emphasised by one submitter. Another wants the location and extent of new areas to be underpinned by land capability assessment. Still others comment on the need to plan for and protect habitat links and 'green webs' together with overall open space requirements.

Strong support emerges for ensuring adequate provision of public transport.

A few submitters raise the issue of dealing with the needs of the future population. Some suggest that growth areas are not the appropriate places for locating retirement villages. Another argues for including health and wellbeing issues in the planning for new areas, for planning for the provision of affordable public housing, and for considering the needs of disabled people.

One submitter puts forward for consideration issues such as long-term agricultural use and the impact of urban areas, sand mining, recreation and other activity on that use, and also asks for detailed analysis of growth areas for potential salinity problems. Another submitter raises the issue of determining the extent of the growth area by the availability of reusable water.

### Our response

We do not think it desirable to return to or endorse the status quo for the growth areas. This would not achieve the principles and directions of *Melbourne 2030*. Changes are required to the direction and form of development in most growth areas – hence the need for the reviews.

An important matter for consideration as part of implementation will be to refer the list of matters raised by the submitters to the appropriate Committee for Smart Growth. Each committee will need to consider the issues outlined in our commitment below.

The membership of the Committees for Smart Growth are detailed in the 'Priorities for Implementation' box following the section which discusses 'Action 2'.

#### Priorities for implementation

In response to your comments we commit to:

- referring to the Committees for Smart Growth these matters raised in submissions: the extent and direction of growth, sustainable energy outcomes, electricity transmission corridors, fire prevention, land capability, habitats, agricultural and other resource based uses, salinity and water re-use

## Investigate a possible new growth area between Melton township and Caroline Springs

### Your comments

This task drew only a few comments. Melton Shire Council supports the recognition of this corridor as a growth area and wants a higher priority given to the study. It also feels Melton township should have been designated a growth area. EPA wants to ensure that land capability assessment is done for the corridor as part of the study.

Melton Shire Council also wants investigation of the long-term potential of Diggers Rest as a growth area. Similarly, Hume Council suggests that Sunbury be designated a 'contained growth and development area' and planned in a similar fashion as a growth area.

### Our response

We support the study of the Melton–Caroline Springs corridor as a potential new growth area, but do not agree that Melton township or any other part of the corridor can be so designated in advance of the study. The study scope will be agreed with the relevant local councils and confirmed by a Committee for Smart Growth for this area, which will need to be established prior to any detailed work being undertaken.

Submissions relating to the Melton–Caroline Springs Growth Area will then be referred to this committee, to be considered in the review process.

Sunbury township and its planning should be seen as a local responsibility in the context of a community surrounded by a green wedge.

#### Priorities for implementation

In response to your comments we commit to:

- a study of the potential for a new growth area in the short term
- referring submissions relating to this area to the Committee for Smart Growth

## Action 2 – Improve liaison between the Government, local governments and key stakeholders

### Establish Committees for Smart Growth

#### Your comments

Most submissions support this task, although some do so conditionally. For example, Hume Council submits that it should coordinate and chair the Committee for the Hume Growth Area, and that the terms of reference should vary between the different growth areas. The submission from the interface councils also supports different terms of reference for each growth area.

The PCA wants more information about the membership, timelines, and the method of operation of the Committees for Smart Growth and believes they should be reviewed after the first year of operation. The HIA finds the membership composition unacceptable in the form set out in the draft Implementation Plan. It believes membership should include industry representatives. The UDIA submits that the committees should not become quasi-councils whose members have little understanding of development issues or needs, and that they should facilitate rather than restrict development.

The MAV proposes that the committees must focus on infrastructure coordination, and be chaired either by local government or DSE, but not by industry representatives. The MAV is also concerned about an apparent overlap between the Committees and the proposed Regional Housing Working Groups.

A significant number of organisations believe they should be involved on the committees, including the UDIA, South East Water, electricity distribution businesses, the Urban and Regional Land Corporation (now VicUrban), the Catholic Archdiocese of Melbourne, the HIA and others. Other submissions stress the importance of involving community groups on the committees.

Submissions on the need to be involved on the committees come from some local councils adjacent to growth areas, including Melton and Brimbank (Wyndham Growth Area), Mitchell (Hume Growth Area) and Nillumbik (Whittlesea Growth Area).

## Our response

We consider that operation of the Committees for Smart Growth should be based on strong partnership arrangements with local councils. However, the Government accepts its responsibility to establish and support the committees as part of its role in the overall management of the metropolitan urban system. The terms of reference will apply to all committees – to ensure that similar management processes are applied evenly and consistently across all growth areas. However, this does not preclude tailoring the actual planning processes to the requirements of each growth area, so that the detail and methodology of doing the reviews will be relevant to the areas being studied.

The Minister for Planning has determined that the peak industry associations of the HIA and UDIA will be represented on the committees but that their nominated members should not have any vested interest in the growth area in question. Other local councils or organisations will either be part of the committee proper, or they will be invited to participate in the supporting technical working groups for each growth area. Government bodies represented on the committee will be kept to a minimum, but all relevant departments and agencies will be invited to be part of the Technical Working Group associated with each committee.

Each committee will include representation of community-based organisations, and the terms of reference will require that community consultation is part of each planning process.

The work of the Regional Housing Working Groups is intended to inform the work of each Committee for Smart Growth.

Therefore, it is considered that the matters raised in the submissions have been addressed in the terms of reference approved by the Government and in the approach being taken to the growth area planning process.

Each Committee for Smart Growth will be facilitated by an independent chairperson.

Requests for inclusion in the growth area planning process will be positively considered by DSE to ensure their involvement through the technical working groups.

## Priorities for implementation

In response to your comments we commit to:

- establishing Committees for Smart Growth for all growth areas immediately
- using terms of reference for all Committees for Smart Growth to ensure consistency across the metropolitan area yet allowing for local issues to be addressed
- establishing an independent chairperson to facilitate Committees for Smart Growth
- tailoring the actual work program to the individual circumstance of each growth area
- including the following representatives on each Committee for Smart Growth:
  - the Mayor, or nominated Councillor, and the Chief Executive Officer, or nominee, of the local council(s) in which the growth area is situated
  - one person nominated by the UDIA (not being a person with a vested interest in property or a development company in the growth area)
  - one person nominated by the HIA (not being a person with a vested interest in property or a development company in the growth area)
  - the Deputy Secretary, Strategic Planning & Sustainability Policy, or nominee from DSE
  - the Executive Director Planning & Policy or nominee from DOI
  - the Regional Manager Vic Roads or nominee
  - not more than two representatives of key local community organisations with an interest and/or role in providing services to the growth area, nominated by the local council(s) in which the growth area is situated
  - the Regional Manager Port Phillip from DSE, or nominee
  - if within the sphere of influence of the Vision for Werribee Plains project, the Project Manager or nominee for that project
  - from time to time, any other person the Minister thinks fit.
- planning each growth area in relation to the overall housing needs and aspirational distributions set out in Melbourne 2030
- including in the planning process any relevant organisation that wishes to participate.



## Action 3 – Manage urban development

### Update the residential subdivision provisions in the Victoria Planning Provisions to incorporate the Neighbourhood Principles

#### Your comments

This task is strongly supported by submitters who have offered to work with DSE and other agencies in producing more detailed guidelines for inclusion within the VPPs. One submission calls for a 'sustainability plan' to be required for all new subdivisions and developments, and for the focus to be on all forms of housing, as well as industrial and commercial development.

Another submitter supports the task as long as the principles of access and equity are considered.

#### Our response

DSE will give consideration to these views and concerns in the Sustainable Neighbourhoods project, which will deliver best practice for residential subdivision through a review of Clause 56 of the VPPs.

#### Priorities for implementation

In response to your comments we commit to:

- revising the VPPs to incorporate the Neighbourhood Principles

## Prepare a preferred sequence of development

#### Your comments

The submission from the interface councils cautions that the sequence of development needs to be adjusted to local circumstances rather than having a 'one size fits all' approach.

#### Our response

It will be important to ensure consistency in approach to the preparation of sequencing plans across the metropolitan area. However, the content of each sequencing plan will be based on local conditions.

#### Priorities for implementation

In response to your comments we commit to:

- basing the content of each sequencing plan on local conditions

### Update 'Housing Melbourne' to guide development and land supply in the growth areas, and to provide a 15-year development and land supply program

#### Your comments

The submitters do not challenge the need for this task, although there is one request for more detail on precisely what effect this work might have on larger scale redevelopment or neighbourhood renewal work. All request that they be considered a major stakeholder and should be involved in the task.

Gathering 'energy usage trends' data as part of the work is suggested, to better inform planning of energy infrastructure.

The UDIA believes there is a need to provide a 'safety valve' of land supply in growth areas that will be available if *Melbourne 2030* does not achieve its housing objectives. Available zoned land equivalent to a 10-15 year supply must be ensured to avoid negative impact on housing affordability.

Moreland Council seeks clarification as to whether the land supply program will make reference to the ability of existing activity centres to accommodate additional households.

## Our response

We consider that the task will involve assessing housing issues across the metropolitan area, not just in growth areas. Hence, all councils will be involved in assessing the land demand and supply issues in their areas. The Regional Housing Working Groups will assist councils and other stakeholders, including Government departments, in participating in the work.

The task is an aid to understanding supply and demand issues for housing. This will help provide information to be used by the Committees for Smart Growth in forming a view of the amount of land needed for future urban development. The Government is committed to an adequate land supply buffer in the growth areas.

DSE has established the Urban Development Program (UDP) (see Initiative 2.3.3) to expand the information base used to inform the analysis of supply and demand for housing across Melbourne, and to extend it to include industrial land issues. The UDP will secure the ongoing ability to provide land, and supporting infrastructure, to meet future residential and industrial needs for metropolitan Melbourne and Geelong. This will be a rolling, 15-year program based on an annual cycle to continuously assess land supply relative to demand. The UDP is underway and has held the first of continuing regional forums to update land development information.

To assess land supply and demand, information about demand for new households and the supply of land will be integrated within the program. This information will be of direct relevance to the work of the Committees for Smart Growth, local councils and infrastructure providers.

The matter of energy usage data is beyond the scope of the UDP. It is fundamentally different from the data on industry and housing supply and demand that is being collected. Hence it is not readily able to be incorporated in the program.

### Priorities for implementation

In response to your comments we commit to:

- working with local councils and other stakeholders in assessing land demand and supply issues
- monitoring land supply and demand for housing and industry across the metropolitan area

## Introduce new urban management processes and mechanisms to the growth areas to better coordinate government and private service providers

### Your comments

The PCA believes that the task implies that current Government structures cannot not handle growth area planning — across the metropolitan area, not only to growth areas. It asks the Government to put forward its preferred model of urban management.

### Our response

The task sets out a commitment to consult with local government and key stakeholders as well as the new Committees for Smart Growth on appropriate management processes and mechanisms for the growth areas. We consider that this approach, building on the experience of developing the growth area plans, will enable proper consideration of options prior to developing a preferred model.

Initiative 6.3.1 as elaborated through the arrangements set out in draft Implementation Plan 2 – ‘Growth areas’ will put in place the Committees for Smart Growth as a new and effective process for coordinating services and infrastructure in new development areas. A similar approach will also be applied in activity centre development – the Transit Cities program is already creating new coordination mechanisms for those centres with a strong place management emphasis. For other activity centres that receive funding for structure planning, effective joint structures will be established to ensure the plans are consistent with *Melbourne 2030* and deliver on its outcomes. The powers of VicUrban may be appropriate to help apply activity centre policy where land acquisition and consolidation is an impediment to investment.

### Priorities for implementation

In response to your comments we commit to:

- considering the views of the Committees for Smart Growth on longer term growth area management options, once they have finished new or revised growth area plans
- consulting with the *Melbourne 2030* Implementation Reference Group about longer term governance arrangements for managing urban development
- utilising place management approaches in Transit Cities projects

## **Action 4 – Ensure statutory implementation of growth area plans**

**Prepare planning scheme amendments to implement the growth area plans in planning schemes and refine the UGB where necessary**

### **Your comments**

Again the PCA makes the only comment on this task. It submits that the Committees for Smart Growth should be given a three month period to review the UGB before planning scheme exhibition.

### **Our response**

A new growth area plan, which is a pre-requisite for determining the future UGB, cannot be prepared within three months. Depending on the growth area in question, a more likely timeframe is 12 – 18 months. These plans need time to be developed from a technical point of view and will also require community and stakeholder views to be canvassed and incorporated. Every effort will be made to expedite the work.

Accordingly we do not consider it appropriate to alter the task to impose an arbitrary timeframe.

### **Priorities for implementation**

In response to your comments we commit to:

- expediting statutory implementation once the growth area plans are completed

## Appendix 2.1

### Wyndham Growth Area

#### Key issues raised in submissions include:

- mixed views on the direction of growth in Wyndham
- need for the proposed rail link through northern Wyndham
- will Wyndham north will be allowed to develop?
- residential vs industrial development in certain locations
- the impact of development on new regional parks and green wedges
- the location and extent of the UGB in Wyndham.

#### Change to the direction of future growth at Wyndham

##### Your comments

The proposal to redirect future growth in the Wyndham Growth Area to the west, away from the areas north of Werribee, is an issue outlined in the submission from Wyndham City Council. Council's MSS and local policies currently reflect Ministerial Direction 2 - Werribee Growth Area (1990), and Council had been proceeding with planning and development phasing focused on a future rail line to the north. Council expresses the need for commitment to the provision of the rail line and public transport services which will support future activity centres at Manor Lakes, North Werribee and Tarneit. Several other submitters support the public transport rail and growth to the north. One, however, questions the need for the northern rail link as justification for northern development, believing it would be better to utilise the existing rail line with linking bus services.

Several individual submitters ask for land use changes on specific large land parcels. These include a sustainable industry area west of Lollipop Creek, a change from proposed industrial to residential near Truganina, and change in residential status on parcels near Point Cook.

One submitter emphasises the need to protect regional parks at Werribee River and Point Cook against the impact of urban development.

Generally, adjustments to the UGB are requested in accordance with Wyndham Council's present land phasing plan which has three major growth fronts: [1] north from Tarneit, [2] west at Manor

Lakes and Lollipop Creek and [3] south east at Point Cook.

##### Our response

The Wyndham Growth Area is the first to be reviewed. The direction for major foreseeable growth will be resolved through this process. Several future growth options, including growth to the north, will be reviewed and evaluated on their ability to provide sustainable communities with access to public transport. The revised growth area plan will be the strategic basis for land use and UGB adjustments.

##### Priorities for implementation

In response to your comments we commit to:

- referring each proposal to the Committee for Smart Growth

## Appendix 2.2

### Hume Growth Area

#### Key issues raised in submissions include:

- mixed views on the direction of growth in Hume
- the important role of Hume City Council in growth area planning
- the impact of development on new regional parks and green wedges
- the location and extent of the UGB in Hume
- will Hume north and west be allowed to develop?
- the impact of development on Merri Creek.

#### Concern about altering the direction of future urban growth

##### Your comments

Hume City Council seeks a number of changes to the way the growth area is identified in *Melbourne 2030*. These relate in particular to land that was previously identified by Council for future urban growth in its MSS and is now located outside the UGB. As a matter of urgency, due to limited land supply, Hume City Council seeks a number of changes to the designated boundary of the growth area as identified.

Hume requests that the growth of Craigieburn [north and west], as defined in its MSS and the Craigieburn Strategy Plan, should form the basis for Hume growth area planning. Other submitters support Council's view that the proposed move of the growth area to the east and around Donnybrook is inappropriate for

urban development due to high conservation values, the effect on Merri Creek, committed quarries, and potential isolation due to the Hume Freeway.

Council questions the focus on the existing rail corridor to the east and seeks recognition of the status of the E14 as a public transport transit corridor servicing the Hume Growth Area.

As an alternative to urban growth at Donnybrook, a consortium of submitters puts forward a proposal for a new Mickleham transit-based urban corridor west of Mickleham Road at the southern end of the growth area. This corridor would cluster a series of public transport-oriented centres along a new rail line from Essendon by way of Melbourne Airport to the growth area.

### **Our response**

The fundamental issue for the Hume Growth Area is to determine a future direction based on sustainable development with access to public transport. To achieve this, the submissions highlight three alternative growth patterns:

- continue to the north and west based on the E14 corridor
- move growth to the east based on the existing Donnybrook rail corridor
- consolidate to the west along a new rail corridor.

These alternatives will be included in the growth area review by the Committee for Smart Growth. The review will provide the strategic basis for adjustments to the UGB.

All relevant strategic issues will be considered, including making the most of existing infrastructure. The Government is committed to protecting the Merri Creek from inappropriate development.

### **Priorities for implementation**

In response to your comments we commit to:

- referring each proposal to the Committee for Smart Growth

## **Future employment land**

### **Your comments**

Hume City Council requests that the Craigieburn East employment land, located east of the Hume Highway at Craigieburn, be included in the growth area plan and placed within the UGB. The Hume MSS designates the area for future employment consistent with Council's economic objectives and the site's strategic location. These include proximity to the Hume Highway, immediate access to the Craigieburn bypass by way of an interchange, excellent connections to road and rail freight networks, and linkages to existing manufacturing and commercial business in the Hume Growth Area.

In addition, Council proposes an employment area linking to Melbourne Airport from E14 in the southern end of the growth area, and asks for a change to the UGB to accommodate this.

### **Our response**

Examination of the potential for a major employment node along the Hume Highway corridor is a strategic action for the growth area review. The background work done by Hume City Council will assist this review. The overall employment strategy within the revised growth area should determine the role of this area and other employment sources, including links between the proposed employment area and Melbourne Airport. Consideration must be given to the extent, role and environmental factors of the green wedges.

The review will provide the strategic basis for adjustments to the UGB.

### **Priorities for implementation**

In response to your comments we commit to:

- referring the proposal to the Committee for Smart Growth

## Appendix 2.3

### Whittlesea Growth Area

Key issues raised in submissions include:

- support for the issues addressed as outlined in the draft Implementation Plan for the growth area
- preference for future growth in accordance with *Melbourne 2030* rather than that outlined in the Whittlesea MSS.
- concern for Cooper Street employment area's encroachment on environmental and quarry areas.

### Support for Plenty Valley plan with minor adjustments to Epping North

#### Your comments

In general submitters suggest only minor changes to this growth area plan. For the Plenty Valley portion of the growth area, Whittlesea Council asks for adjustments to the Mernda town centre and two potential rail stations at Mernda and Plenty Road South Morang, consistent with the Mernda Strategy Plan.

For Epping North, VicUrban and Whittlesea Council ask that the plan be consistent with the Epping North Structure Plan and the Aurora development plan now taking place. The plans call for UGB adjustments to align with the Hume Freeway, and inclusion on the plan of an additional town centre serviced by rail. Several submitters call for adjustments to the Cooper Street employment area and the UGB to prevent encroachment on Merri Creek, environmental and quarry areas.

#### Our response

The Plenty Valley – Mernda area is generally consistent with the growth area strategic actions. Upon approval and review by the Committee for Smart Growth, the Mernda Strategy Plan could provide the basis for the growth area plan.

For Epping North, the Council's Structure Plan and the Aurora development plan are likely to be the strategic basis for the growth area plan and the review and adjustments to the UGB.

Strategic issues will determine any modifications to the Cooper Street employment area and the UGB to prevent encroachment on Merri Creek.

## Appendix 2.4

### Casey-Cardinia Growth Area

Key issues raised in submissions include:

- mixed views on the direction and extent of growth in Casey-Cardinia
- protection of the Western Port catchment, flora and fauna, and high-value agriculture
- recognition of the need for more industrial land
- restriction of development between Beaconsfield and Pakenham
- avoiding the impact of development on sensitive environmental land and agricultural resources around the Casey-Cardinia Growth Area.

### Existing strategies as a basis for the Casey-Cardinia Growth Area

#### Your comments

For the portion of the growth area in the City of Casey, most submitters, including the City of Casey, call for growth area plan adjustments to be consistent with the Casey C21 strategy. Major components of C21 include the UGB and growth area extensions to the south [Botanic Ridge, Cranbourne East] and south-east [Berwick]. The Botanic Ridge area extends into the Western Port catchment, and some submitters call for the restriction of urban growth in the catchment. C21 asks that a series of business and employment areas be included in the growth area plan and that the UGB be changed to incorporate the C21 Business Park. Casey also requests that Hampton Park, Casey Central and Berwick Village be included as additional Major Activity Centres and Casey Technology Park as a Specialised Activity Centre. C21 Public Transport Vision - a three-looped regional bus network linking activity centres - is suggested as the Principal Public Transport Network component for Casey.

In recognising the need for more industrial land, Cardinia Council calls for a proposed industrial area south of Pakenham to be included within the UGB. An extension of the UGB to the north of the growth area is also proposed to accommodate rural residential precincts. Some submitters suggest that Beaconsfield, Berwick, Officer, Pakenham and towns further east along the Princes Highway should have green belts to incorporate remnant vegetation, to expand and enhance this vegetation and to link it to other natural vegetation or revegetated areas. One submitter feels the planned growth area in

Cranbourne and from Beaconsfield to Pakenham is not sustainable, because it covers too large an area and threatens the viability of existing bushland.

### Our response

We consider that for Casey, the C21 strategy is a significant starting point for the growth area review. The overall land use outcomes of C21 will be taken into account, including sustainable communities, activity centre, employment and public transport policies. However, the specific extensions to the UGB, especially at Botanic Ridge into the Western Port catchment, will need to be justified strategically and environmentally through the growth area review. The C21 Public Transport Vision - regional bus network will be reviewed for inclusion in the Principal Public Transport Network. Modal integration of the bus and train systems will need particular attention.

For Cardinia the review of the role of the industrial area will be determined through the assessment of UGB submissions. Any extension of the UGB to the north of the growth area to accommodate rural residential precincts needs to be further investigated in light of the strategic issues of housing diversity in the growth area, green wedge management and uses, and environmental sustainability.

These issues should be included in the growth area review by the Committee for Smart Growth.

The review will provide the strategic basis for adjustments to the UGB.

#### Priorities for implementation

In response to your comments we commit to:

- referring each proposal to the Committee for Smart growth

## Appendix 2.5

### Melton-Caroline Springs Growth Area

#### Key issues raised in submissions include:

- support for recognition of the Melton-Caroline Springs Growth Area
- preservation of the Kororoit Creek area and regional parks
- recognition of Melton township's ability to grow while being contained
- higher priority for consideration of the Melton-Caroline Springs Growth Area.

#### Your comments

Melton Council submits that the existing MSS for Melton township and Melton East growth area should be the basis for the growth area plan. There is support from Council for the investigation of Rockbank and the area west of Caroline Springs [Melton East growth area] for future urban potential, utilising the existing rail corridor. However, several submitters propose constraining Rockbank and maintaining a green wedge between Melton township and Caroline Springs [Melton East Growth Area]. This is reinforced by a call from some others for the protection for new parkland and environmental values of Kororoit Creek.

#### Our response

The study of the potential for the Melton-Caroline Springs as a new growth area is supported in *Melbourne 2030*. The extent of potential future urban areas will be reviewed, taking into consideration environmental values, infrastructure access and ability to deliver sustainable communities. The role of Melton township will be clarified.

The reviewed growth area plan will provide the strategic basis for adjustments to the UGB.

#### Priorities for implementation

In response to your comments we commit to:

- referring each proposal to the Committee for Smart Growth





# Draft Implementation Plan 3

## Housing

### Level of comment on this policy

- high

### Key messages in submissions

- strong support for the establishment of regional housing working groups
- strong support for increasing the supply of affordable housing
- clarification is sought on specific issues but comments are predominantly positive

### Priority projects

- Regional Housing Working Groups
  - ResCode+ (four storeys and above)
  - Victorian Affordable Housing Strategy
  - Urban Development Program
  - Growth Area Planning
  - Structure Planning Program for Activity Centres
  - Transit Cities
  - Local Government Assistance Fund
  - Sustainable Neighbourhoods Project
  - Neighbourhood Renewal
- 

## Action 1 – Plan to meet our housing needs

### How appropriate are the proposed regional groupings for the regional housing working groups?

#### Your comments

Adoption of a regional approach to planning for future housing needs is supported very strongly by both local government and the development sector. Many submitters see the establishment of regional housing working groups (RHWGs) as a positive way of achieving a coordinated approach to planning for future housing needs, and subsequently, for the development of local housing strategies.

Generally, local councils support the regional groupings that are proposed within draft

Implementation Plan 3 – 'Housing', although there is some discussion about the makeup of groups.

Knox City Council thinks it may be inappropriately located within the eastern region of councils, but puts forward no alternative. Knox seeks to ensure that it 'reserves the right' to choose which regional group it is in pending finalisation of the scope of the project.

Moonee Valley City Council believes caution should be exercised on the regional groups due to the diversity of municipalities represented, the communities they represent and the challenges they face in very different settings. It suggests that alternative groupings such as inner, middle and interface may be more appropriate.

The City of Boroondara argues that perhaps it has more in common with inner city councils than it does with middle and outer ring councils like Knox or Yarra Ranges, and feels that a more sophisticated understanding of the relationship

between different parts of the metropolitan area is needed to better guide the formation of regional groupings. Boroondara feels it should perhaps be included in both the inner and the eastern groups.

The City of Stonnington is split across two regions, but draft Implementation Plan 3 – ‘Housing’ proposes that it participate in the inner region. Stonnington submits that it is not opposed to inclusion within two regions as it recognises that the western and eastern parts of the municipality have very different development characteristics. But should a decision be made to put Stonnington within only one region, then it would seek inclusion of the whole municipality within the inner region. If this happened, it would be prepared to negotiate a reallocation of the population and household projections for the region after reviewing its own population projections and preparing a local housing strategy.

### Our response

A number of factors influenced the regional groupings that are proposed in draft Implementation Plan 3 – ‘Housing’.

First, populations tend to migrate within sectors or regions and it is uncommon for this migration to occur across town. On this basis, we consider it appropriate to establish a framework for planning on a regional basis that will seek to meet the needs of the future population in each region.

Second, a key policy of *Melbourne 2030* is to encourage a redistribution of where households choose to locate, with a focus on strategic redevelopment sites. To best achieve this, we consider it appropriate to create regions that offer a range of greenfield, dispersed residential and strategic redevelopment sites. This means moving away from DSE’s two former metropolitan planning regions and establishing smaller regions within which to work.

There may be merit in proposing groupings that operate on an inner, middle and outer basis, but this would present its own set of difficulties in dealing with the diversity of regional housing issues that will face councils. Issues may be more alike within each group of councils with this approach, but the regional outcomes that *Melbourne 2030* seeks would be lost. We acknowledge that there is merit in being able to share information and strategies among groupings like these, and it will be important that processes are put in place to ensure that this occurs. This may not need to be formalised through the working groups. DSE, as the lead agent for the RHWGs, can ensure that any issues or information that may affect or assist other regions are shared among the RHWGs.

The City of Stonnington does represent two very different development characteristics, which is

why we propose to divide this municipality between two regions. This is not ideal but the City of Stonnington has not opposed being part of the eastern region and the inner region, as long as it is represented on both working groups.

Subject to this apportionment of the City of Stonnington it is considered that the regional groupings, as proposed within draft Implementation Plan 3 – ‘Housing’, are appropriate and should be the basis for the establishment of Regional Housing Working Groups (RHWGs).

### Priorities for implementation

In response to your comments we commit to:

- establishing the five Regional housing working groups
- ensuring that a process is put in place that allows the sharing of information or issues that may affect or influence other regions
- ensuring that the City of Stonnington has the opportunity to be represented in both the inner and the eastern regions

## What are the roles and responsibilities for the Regional Housing Working Groups?

### Your comments

A number of submitters would like the role of the RHWGs expanded beyond what is outlined in the draft Implementation Plan.

The MAV wants certainty ‘as to how the State intended the proposed regional housing working groups to operate as it was felt the draft Implementation Plan was uncertain as to how the working groups would operate and what they would produce’.

The City of Greater Dandenong believes the RHWGs ‘should deal with broader issues than just where to locate the additional residential population specified by *Melbourne 2030*. Important issues for consideration are affordable housing, and minimising the polarisation of Melbourne given the location of services and jobs’.

Nillumbik Shire Council says the RHWGs ‘should provide the broader forum to share ideas, strategic planning work and future directions and therefore should have a set life of some 3-4 months followed by annual reviews, updates and workshops [and that] a commitment beyond this would appear to be onerous given the other obligations/commitments of local government as an outcome of *Melbourne 2030*’.

The City of Hume submits that 'there is scope for the RHWGs to provide an entrepreneurial role, helping establish private, public and community housing development partnerships'.

The City of Stonnington is against DSE being identified as the lead agency. It proposes that the RHWGs should 'be chaired by an independent, regionally based party, selected by the representatives on the group' and that DSE's role should be restricted to 'monitoring consistency particularly across the regional groups, providing information and in assisting funding of the groups'.

There is a general feeling that the State Government needs to provide strong leadership with regard to the RHWGs. The City of Whitehorse seeks 'strong direction from state government .... to ensure the groups achieve useful outcomes, particularly in terms of the capacity for additional housing allocation ... (and that) DSE take a strong lead in the coordination of decisions of this group'.

Facilitation of the RHWGs by an independently nominated body to ensure that the process and outcomes represent the members is also put forward by the MAV, following a forum with local government, as follows:

'Some support was indicated in discussions for the idea of having each working group chaired by an independent person(s) organised to ensure knowledge transfer and consistency across different groups. Based on the nature of the discussions it seems:

- there is merit to the suggestion that there should be a common independent chair for all of the RHWGs who is respected by State Government, local government and industry.
- consideration should be given to having this position jointly funded by State and local government and for local government to be included in the selection process.'

Some councils suggest that either the MAV or the VLGA be appointed to facilitate the working groups, however as the MAV points out, this is not an ordinary role for a peak body.

A number of submitters wonder whether there is a role for a higher level State or Metropolitan Housing Council, as a means of simplifying the operation of individual groups. This would enable common themes to be identified and would avoid duplication. Technical input at regional level would be provided by appropriate council officers.

## Our response

*Melbourne 2030* contains a number of other initiatives that will impact on planning to meet our housing needs. These include the Urban Development Program that has been established by DSE to monitor land supply across the metropolitan region, and activities such as the work of the Committees for Smart Growth and structure planning for activity centres.

DSE sees the role of the RHWGs as being ongoing, informing and being informed by other initiatives and programs over the next five years and beyond. Initially the RHWGs may need to meet more regularly to achieve specific outputs, but eventually their role is likely to broaden, as is suggested by Nillumbik Shire Council. We intend the RHWGs to provide a broader forum where ideas are shared and relationships can be developed with other initiatives related to housing, such as housing affordability.

To ensure impartiality, each of the RHWGs will have an independent facilitator. Many submitters endorse this idea. The facilitator, Mike Scott, has recently been appointed by DSE.

We also agree roles and responsibilities should be clearly articulated, as well as any decision-making authority for the RHWGs.

To ensure coordination and consistency across the five RHWGs, we believe DSE should remain the identified lead agent and that an over-arching housing group be established.

### Priorities for implementation

In response to your comments we commit to:

- developing terms of reference for the RHWGs, with input from peak bodies
- ensuring that the RHWG's roles, responsibilities and accountability are clearly articulated in terms of reference
- establishing a over-arching housing group as a Thematic Group of the *Melbourne 2030* Implementation Reference Group

## What are the proposed outcomes for the Regional Housing Working Groups?

### Your comments

Outputs for the RHWGs must be clearly defined. Almost all submitters stress this, some even suggesting possible outputs.

A number of councils believe the population projections and forecasts in *Melbourne 2030* and draft Implementation Plan 3 – ‘Housing’ need to be revised. They want to see reexamination and further discussion of the origins and assumptions underpinning such projections and forecasts. Before work at local level can move forward it is felt the population projections need further investigation, with analysis of the opportunities and constraints within each of the regions.

Banyule City Council submits that ‘the ability of each region to accommodate the households prescribed should have been an integral part of the development of *Melbourne 2030* and needs to be addressed as a matter of urgency’. The City of Bayside believes the ‘regional groupings of councils should be permitted flexibility in negotiating growth expectations across the region in recognition of the varying opportunities and constraints that apply’. The City of Whitehorse also suggests that flexibility needs to be built in to allow the household distributions to be modified if research indicates that the capacity is not as high. As well, the City of Whittlesea points out that diversity in housing sub-markets is of critical importance. ‘Further analysis is required in relation to housing markets, preferences and affordability’, it says.

The MAV identifies a ‘general feeling that the process of breaking down the figures to municipalities or even lower needs to be transparent, and that all parties need to enter the process with a commitment to working through the issues and differences and achieving an outcome’. It adds that ‘the RHWGs cannot avoid the “difficult” topics of future household distributions, at least down to a municipal level. Whilst this may be politically difficult at times, it is far preferable to the alternatives – an unplanned future or “targets” set without consultation by the State, so a cooperative planned approach should be supported’.

The City of Kingston believes a ‘regional approach to housing targets ... will ensure a more strategic approach to planning for development change in Melbourne’s South East’. Councils in the eastern region suggest that funding should be provided at regional level to help the RHWGs to refine the population

projections and undertake an assessment of the region’s capacity to accommodate projected growth.

A number of councils think the RHWGs could be responsible for developing a ‘regional housing statement’ (RHS) as an umbrella to guide housing at the regional level and provide a basis for council-developed local housing strategies and policies. This approach is also suggested by the MAV, with the proviso that for this to be meaningful and useful ‘individual councils will need to be confident the projections are reasonable and then sign off on or endorse RHSs at the end of the process’.

Suggestions are made that the RHWGs could help with the development of a practice note to guide the preparation of local housing strategies.

### Our response

The population projections and forecasts are dealt with elsewhere in this report (see ‘The basis for *Melbourne 2030*’), but we have given due consideration to some valuable points made by submitters in light of the proposed outcomes for the RHWGs.

*Melbourne 2030* does not set population targets but proposes household distributions at a regional level based on known population forecasts for that region. Both levels of government will need to work together to develop appropriate regional responses to opportunities and constraints having regard to projected housing needs.

We agree that clear outputs for the RHWGs should be included within terms of reference for the RHWGs. The Minister for Planning has approved terms of reference for the RHWGs that include clear outcomes and outputs.

The suggestion of a regional housing statement is endorsed and has been included as a key output within terms of reference for the RHWGs.

#### Priorities for implementation

In response to your comments we commit to:

- ensuring that terms of reference for the Regional Housing Working Groups include clear outputs
- supporting the development of a regional housing statement as an output of the RHWGs

## What are the terms of reference for the Regional Housing Working Groups?

### Your comments

Many submitters seek clarification on the terms of reference for the proposed RHWGs.

In particular, they want to know just how the groups will operate and be facilitated, what (if any) decision-making powers they will have, and whether local government can have the input it desires into developing terms of reference for the groups.

Most councils stress the need to develop clear, concise terms of reference for the groups to ensure that they operate in a way that will achieve focused outcomes that are acceptable to the RHWG and the broader community. These views are reiterated by other submitters such as the MAV, the HIA, the PCA and SOS.

The MAV believes terms of reference should be the same for each RHWG, that these should be agreed to by local government and DSE, and that DSE should draft terms of reference for the RHWGs for discussion with the local government sector. The MAV also suggests that it could act as the peak body to facilitate such discussions.

The City of Whitehorse recommends that to ensure effective outcomes, DSE should establish terms of reference and gain commitment from the various authorities to their participation in the group, before the groups get under way.

The City of Darebin submits that the membership, functions and resourcing of each group need to be spelled out in a clear charter, prepared in consultation with local government and with reference to existing housing groups. The City of Boroondara suggests that until the terms of reference are established councils will not understand the benefits of taking part in the RHWGs. On the other hand, Frankston City Council feels that the usefulness of the RHWGs will only become apparent after they have had the opportunity to operate for some time.

A number of councils raise the issue of gaining consensus in the RHWGs, and seek clarification on a contingency plan for councils 'refusing to accommodate their share' of projected household growth.

### Our response

While many councils call for clear and concise terms of reference for the RHWGs, developed in conjunction with local government, there are no suggestions on the content of such terms of reference.

DSE drafted terms of reference for discussion with the MAV, as the peak body representing

local government. The draft terms of reference were also discussed with local government representatives and other key stakeholders. The terms of reference have now been approved by the Minister for Planning following this consultation.

The terms of reference include:

- purpose
- role and responsibilities
- matters to be addressed by the Regional Housing Working Group
- consultation
- accountability
- supporting groups
- resources.

A Housing Symposium was held on the 7<sup>th</sup> of November 2003. The purpose of the Housing Symposium was to commence the RHWG project and to highlight a broad range of housing issues including:

- demographic and housing trends in Melbourne
- managing change and what it means for planning
- outcomes and outputs through the Regional Housing Working Groups.

## What will the membership be for the Regional Housing Working Groups?

### Your comments

With regard to local government membership, a number of councils such as Melton, Knox and Stonnington indicate a need to have councillor representation on the working groups. Knox suggests that 'technical input' could come from appropriate council officers, with elected representatives guiding the process.

Hume City Council believes that for the RHWGs to be successful there needs to be a 'core membership ... not exceeding 10 – 15 members ... with clear deliverable outcomes from the outset'. Hume says the RHWGs must be set up as working groups and that a series of interest groups could be called in as the need arises.

On the other hand, councils such as Frankston and Moonee Valley would like to see representation on the groups broadened to include a wider range of council staff from areas such as social planning, family and aged care services, as well as community representatives.

Yarra City Council stipulates that the OOH needs to have 'a key role in the formation and activities of the regional housing working groups ... and well-structured partnership must be established and managed between the key State housing body [OOH], local government and DSE'. The OOH is willing to be involved in the RHWGs in more detail once planning is more advanced.

The UDIA welcomes the opportunity to be involved in the *Melbourne 2030* Reference Group, Smart Growth Committees and the like. In discussions with DSE it indicates it will provide a representative at regional level for the RHWGs. The HIA is also keen to participate on the RHWGs and is willing to ask some of its member practitioners to take part.

A number of other organisations also asked to be involved in the RHWGs.

SOS believe the groups should include representation of 'existing residents' otherwise they would become 'unbalanced and would fail to address the main stumbling block to higher density housing in most municipalities, which is resident opposition'. They believe local government has a 'gamut of responsibilities' that do not necessarily equate to resident interests. If organisations such as the HIA and the UDIA are to be included, they say, then so should a regional or state-wide organisation to represent the interests of residents.

The RVA emphasises that that planning has so far failed to adequately address the needs of retirement housing even though an increased proportion of our future population will consist of retirees. Matters relating to planning for our ageing population are discussed in greater detail later, but the RVA submission does seek their inclusion in any working party to review housing and related issues.

## Our response

Final membership of the RHWGs has been established as part of the terms of reference for each group.

A Housing Thematic Working Group has been formed from the *Melbourne 2030* Implementation Reference Group. Membership of the group includes peak local government bodies and other key stakeholders such as SOS, HIA and UDIA.

While the concerns raised by RVA in relation to planning controls for retirement housing may be valid, specific aspects need to be pursued at local planning level. As part of developing local housing strategies, councils will be required to plan for identified housing needs – including an ageing population. We believe consideration should be given to planning for retirement housing at this level.

## What will be the scope of local housing strategies, policies and controls?

### Your comments

Overall there is strong support for the task of developing local strategies, policies and controls. Many submitters express concern about the scope of work required of local councils to do this, but also put forward useful suggestions to help with implementation of the tasks outlined.

Many submitters indicate that the scope of housing strategies as outlined within draft Implementation Plan 3 – 'Housing' needs a more integrated approach, with greater emphasis on meeting the needs of an increasingly ageing population.

Mornington Shire Council believes local housing strategies should be developed 'as part of an integrated infrastructure and service planning approach with both a regional and local focus'. Better integration with social, community and physical infrastructure is highlighted by a number of others, including Brimbank City Council which wants to see a greater emphasis on the 'need for community infrastructure to be provided, upgraded or modified within existing urban areas given the increase in population that will be accommodated in the area'. It does not want this work confined to the growth areas, which is where it believes many of *Melbourne 2030's* initiatives in relation to community infrastructure are focussed. Brimbank suggests taking a more holistic approach to the provision of such infrastructure so there is greater awareness of the services that will be needed to accompany projected population growth.

A number of councils say there is a need to address capacity, from the perspective of infrastructure and land supply. Maroondah City Council suggests that DSE should provide a process for capacity analysis for local government, to ensure consistency in data analysis. The City of Boroondara also suggests that, from an ESD perspective, there is no commitment to developing an understanding of areas to accommodate projected future growth.

Many comment on the large amount of work required to develop a local housing strategy, suggesting that DSE should develop a Practice Note that provides guidance on the preparation of local housing strategies in order to ensure consistency and provide greater certainty about the process. Other councils are concerned about strategic work already undertaken at generally significant effort and cost. They do not want to have to 'reinvent' work already done. The City of Whitehorse states clearly that

it will not support having to re-do work in this way.

### Our response

Clause 14 of the SPPF requires that planning authorities plan to accommodate projected population growth (*Victoria Planning Provisions*, Clause 14.01.2). In addition, Section 12A(3) of the *Planning and Environment Act 1987* requires an MSS to contain the strategic planning, land use and development objectives of the planning authority and the strategies for achieving the objectives.

The concept of developing a local housing strategy is not new, and many councils have either undertaken work on this or are in the process of doing so. This work is acknowledged and will provide a sound basis upon which councils can further build.

If strategic work already undertaken by councils has been based on developing strategies and policies to accommodate projected population growth, as is currently required by the SPPF, then we do not envisage there would be any requirement for councils to recommence the process. They would still need to ensure consistency with the policies of *Melbourne 2030* as part of a review process.

DSE will develop a practice note to guide the preparation of local housing strategies to help local government in this work. As suggested by a number of submitters, this could be assisted through the RHWGs.

It is important that we plan for our ageing population as by 2030 it is estimated that those aged 60 and over will account for around 27 per cent of our total population. While the list of local housing strategy items included within draft Implementation Plan 3 – ‘Housing’ makes a general reference to planning for the ‘needs’ of future populations, a practice note guiding the preparation of local housing strategies will give greater expression to the aged. Reference will also be made to identifying opportunities and constraints in relation to land supply capacity and the need to identify infrastructure needs.

#### Priorities for implementation

In response to your comments we commit to:

- working with local government to develop a practice note on preparing a local housing strategy

### Are statutory mechanisms comprehensive enough?

#### Your comments

Many submitters recommend that clearer articulation is needed on meeting the housing needs of our ageing population. Brimbank City

Council suggests that ‘planning controls need to recognise the specific design requirements for aged persons ... [and] policies must be developed to ensure that aged care housing is located across Council with good access to services (i.e. medical, shops and public transport) and not collectively positioned in the outer parts of the municipality, taking advantage of less expensive land, where the needs of the aged community cannot be met’.

RVA also suggests that ‘the proposed “housing actions” should be expanded with respect to “plan to meet our housing needs”, by specific reference to the provision of retirement villages and/or housing for persons aged 55 years and over, in order to reflect the fact that this demographic group will be approaching one third of the population and will bring about a significant change to the balance of household types and a significant increase in the number of small households (ie one to two persons)’. RVA feels controls should apply to urban and rural zones and be supported by a Ministerial Direction or Statement that makes specific reference to retirement villages and/or housing.

Many submitters comment on a need to review the VPPs to enable greater controls in areas outside activity centres. Bayside City Council suggests that ‘planning controls affecting residential land outside activity centres and major development sites should be strengthened to strongly discourage speculative “out of context” high density development’, consistent with the approach being proposed to control ‘out-of-centre’ commercial development. Boroondara City Council suggests the development of planning controls that would ‘strengthen its ability to prohibit medium or higher density development’, and believes that such tools would give greater certainty to communities and the development industry. They also submit that ‘without meaningful disincentives’, it will be difficult to direct growth to more appropriate locations. SOS believes that the current provisions do not adequately address neighbourhood character and wants to see more prescriptive controls that can better protect neighbourhood character.

The HIA, on the other hand, observed that some councils appear to be implementing policies and controls that are decreasing densities rather than increasing them.

A number also feel more flexibility is needed within the VPPs for in-centre development that would encourage higher density housing in these locations. But as Moonee Valley City Council points out, this needs to be balanced with a potential loss of commercial activity in these locations.

## Our response

The VPPs currently provide exemptions for retirement villages from certain planning controls. Should local councils require policies that specify preferences for the location of aged care housing, then the appropriate mechanism will be through a local planning policy within the LPPF.

The tools available as part of ResCode provide councils with a range of options to allow greater control over medium or higher density development in areas beyond activity centres. We consider it inappropriate to 'prohibit' medium density housing in these locations as suggested by Boroondara City Council. While *Melbourne 2030* expects a gradual decline in the percentage of development locating in dispersed residential areas, it is still anticipated that over the next 30 years these areas will continue to house 28 per cent of all metropolitan development. Boroondara City Council forms part of the eastern region, and in this instance, 45 per cent of all development over the next 30 years is still proposed for dispersed residential areas. Councils should be either utilising their local policies or the tools available through ResCode to provide direction on the form of development that is appropriate in these locations.

With regard to in-centre development, new higher density guidelines (to be known as ResCode+) will provide additional assistance, as will the monitoring of the statutory planning tools used to implement structure plans for activity centres as outlined in draft Implementation Plan 4 – 'Activity Centres'. In addition, the SPPF will be updated through Clause 12 to incorporate the policies of *Melbourne 2030*.

### Priorities for implementation

In response to your comments we commit to:

- working with local government to develop local policies and tools to guide appropriate development
- developing guidelines for higher density development

## Can local government manage the necessary work to develop local strategies, policies and controls?

### Your comments

Councils on the whole are very positive about the scope of work needed to develop local strategies, policies and controls, but almost unanimous concern is expressed about the resource levels of local government and its

ability to undertake the work. VPELA suggests that 'local government may be unable to resource the work required and that support should be provided'. A number of councils support this view, saying that without financial assistance from the State Government they will not be able to undertake the scope of work outlined.

Some councils also comment that the timing for the tasks as included in the draft Implementation Plan is not appropriate.

## Our response

Councils have a statutory responsibility to undertake strategic planning as part of developing their MSSs. By undertaking this type of work, councils can provide greater clarity in relation to their land use and development objectives as well as added certainty for the broader community about expectations for managing anticipated future growth and change.

While local government will play an important role in implementing many of the initiatives within *Melbourne 2030*, these are to be staggered over a five-year period and will not all start at once. In recognition of the important role that local government will play, the State Government has already committed \$5.6 million in funding to help local government with implementation of *Melbourne 2030's* priority actions.

Councils will also be helped with much of this strategic work by other DSE initiatives, such as the RHWGs and monitoring programs. While the development of local housing strategies, policies and controls is identified as a short-term task to commence within 12 months, we envisage that completion of the process will take some time. Councils are at various stages in their planning for housing, and it is important that those who have programmed housing work can start within the 12-month timeframe. The timing as included within the draft Implementation Plan is considered appropriate.

### Priorities for implementation

In response to your comments we commit to:

- providing funding to local government to assist in implementation of *Melbourne 2030* through the Local Government Area fund
- implementing initiatives that will assist councils to plan for and manage future population and household growth and change



## Monitoring land supply

### Your comments

Submitters are supportive of the task of monitoring land supply. A number make suggestions as to how this can be improved or expanded in terms of the type of data to be collected and monitored. Others are concerned about being able to resource the work of collecting data for DSE.

While many believe that the information will provide a valuable resource, some feel that even more comprehensive information is needed than is contained in the draft Implementation Plan. Whitehorse City Council suggests that information from infrastructure agencies such as Yarra Valley Water and Melbourne Water should be encouraged. And it would prefer perhaps a six-monthly – rather than a yearly – reporting program.

The City of Greater Dandenong believes the program needs to be extended beyond residential land to include industrial land supply. It raises significant concern about the creation of ‘dormitory suburbs and a significant social disadvantage across Melbourne’ if adequate supplies of industrial land are not maintained. This view is supported by the PCA, which also suggests monitoring of housing ‘types’, particularly in relation to detached housing.

Nillumbik Shire Council suggests extending the program to include low density and rural living areas.

In terms of resourcing, Maroondah City Council suggests that ‘DSE should structure the data collection for land monitoring and provide assistance to local government in resourcing this project’. Manningham City Council would prefer an automated system for collection of information.

### Our response

DSE’s new land supply monitoring program – the Urban Development Program – monitors residential and industrial land supply across the greater Melbourne area. It will focus on making Melbourne a more compact, sustainable city while maintaining its competitive advantage as a desired place to live and do business.

Specific program objectives are to:

- avoid residential land shortages and associated decline in housing affordability
- avoid industrial land shortages and associated loss of business attractiveness and competitiveness
- identify major infrastructure requirements for residential and industrial development for greater Melbourne.

The program includes involvement from a range of key stakeholders, including servicing authorities. We do not propose to extend it to include low density and rural living zones. Greater discussion on supply of rural living lots can be found at Policy 3.2.

Information will be published annually. The first report has now been released. A flow chart showing the various stages of the program is provided in the discussion on Policy 2.2.

In terms of resourcing, a new collection process is being set up to help with this task. An automated system is preferred, but this may present some difficulties due to the way in which individual councils record and store information. We do not envisage that the program will require councils to provide information above and beyond what they need for their own strategic purposes. The information collected as part of this task will provide valuable information in aspects such as the development of local housing strategies and structure planning for activity centres.

### Priorities for implementation

In response to your comments we commit to:

- creating a monitoring program that:
  - avoids residential land shortages and associated decline in housing affordability
  - avoids industrial land shortages and associated loss of business attractiveness and competitiveness
  - identifies major infrastructure requirements for residential and industrial development for greater Melbourne.
- developing a system that builds on being able to collect automated information, where available

## Incorporate environmental and neighbourhood principles into the residential subdivision provisions

### Your comments

Again submitters are supportive of this task, with a number making suggestions as to how it can be improved or expanded.

Ensuring that the principles adequately address access for persons with limited mobility is seen as a priority for a number of submitters. VCOSS suggests the VPPs should be changed to ensure that new paths and crossings are ‘walkable’. (Walkable communities or locations make footpath-based travel as easy, safe and

attractive as possible for all members of the community).

The City of Port Phillip believes that sustainable design measures (water usage, building materials and so on) beyond the four star energy rating should be a fundamental requirement in all new developments, suggesting mandating for 'simple techniques' as a way of mainstreaming 'smart' housing.

Whitehorse City Council supports the principles, and suggests that they may be better addressed before the subdivision stage as part of the development approvals process.

### Our response

The Government is committed to addressing accessibility issues in the built environment, and *Melbourne 2030* has expressed clear principles for ensuring walkability and accessibility.

The Building Commission has established the Accessible Built Environment Working Group as a forum through which the Victorian Government could receive independent information and advice on methods of improving access to the built environment for the whole community. Nationally, a Disability Standard for Access to Premises and a Protocol is being drafted by the Building Access Policy Committee which was established by the Australian Building Codes Board. The Building Commission is playing an active role in drafting and implementing these documents. In conjunction with key stakeholders, the Building Commission has also published a book called 'Welcome' that provides advice on designing and building accessible homes. It is the first comprehensive Australian guide to designing and building accessible homes.

The existing subdivision provisions at Clause 56 of the VPPs already gives expression to ensuring walkability in general terms. This will be incorporated as part of the Sustainable Neighbourhoods Project under way (Initiative 5.5.1).

The Sustainable Neighbourhoods Project will focus on state-wide requirements for residential subdivision. It will not be used to address development applications. Where it is appropriate to incorporate environmental aspects and elements into the project, this will be done.

Government agencies such as the EPA and SEAV have agreed to participate in the project. DSE will consult with all relevant key stakeholders through the project.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that consideration is given to accessibility issues in new residential subdivision provisions
- incorporating environmental aspects into new residential subdivision provisions where appropriate

## Development of State guidelines for more intensive housing

### Your comments

Overall, there is strong support for the development of State guidelines for more intensive housing, with many submitters suggesting additional matters to be covered by such guidelines. A number of councils suggest alternative approaches to achieving appropriate higher density housing.

Many express the view that guidelines for higher density housing have been lacking for some time, and welcome the initiative as a way of providing clarity and consistency in development of such proposals. Some also feel that the guidelines need to be developed as a matter of urgency.

While most councils agree with and support the development of guidelines for higher density housing, Boroondara City Council suggests that developing urban design frameworks for specific areas may be a more appropriate approach. This council submits that 'generic planning controls do not always ensure quality design of development, but rather set up a series of measures that the development industry uses in a formulaic manner. Council has found that the process of developing urban design frameworks, although time-consuming and costly, provides a far more mature and meaningful development framework for all to work towards'. In a similar vein, Moonee Valley City Council believes generic guidelines may not be robust enough to respond to local characteristics or demands, and suggests that development of appropriate guidelines at local level would respond better to the needs and expectations of local communities.

VCOSS stresses the need for design to foster a sense of local community, to decrease isolation and to ensure that new developments are accessible to people with limited mobility.

A number of submitters comment on the need to incorporate environmental aspects into new guidelines so as to maintain access to daylight and sunlight for existing dwellings, to ensure site permeability and stormwater management, indoor air quality and protection from excessive noise, and to seek to ensure that developments

achieve 5 star energy ratings. Some also stress the need to apply these requirements to not just residential components of developments, but also to commercial and industrial developments. Some want the guidelines to address setbacks, overlooking and landscaping. Stonnington City Council suggests that all the elements currently covered by ResCode should also be covered by the new guidelines.

Most councils emphasise the importance of local government being consulted as part of developing the guidelines. In supporting the initiative, the PCA and the HIA also seek involvement. Some councils refer to similar guidelines that have been started as part of their own work programs. They urge DSE to take these into account.

### Our response

The development of State guidelines for residential development for buildings of four or more storeys is a high priority, having already commenced.

The guidelines, to be known as ResCode+, will ensure a consistent approach to the development of residential buildings of four or more storeys, having regard to local context. They will address elements similar to those covered by ResCode, and many of the aspects raised by submitters. ResCode+ will also apply to residential developments proposed in commercial areas.

The guidelines will not prevent councils from applying their own localised planning responses, such as the development of urban design frameworks, where they have been through a proper planning process. Indeed, this form of strategic work is encouraged to complement the guidelines.

Development of the guidelines will include a consultation process allowing for input from the general public, resident and community groups, local government, industry, design professionals and other government agencies. It will also include targeted consultations with key stakeholders to test the guidelines through development. Work that has been undertaken by councils will be considered as part of developing the guidelines.

The Government has also made a commitment to the introduction of 5 star energy ratings for all residential developments. This is discussed in greater detail at Policy 7.3.

### Priorities for implementation

In response to your comments we commit to:

- consulting with key stakeholders in the development of new guidelines for higher density development
- incorporating environmental aspects into new guidelines where appropriate

## Action 2 – Pursue affordability in housing

### Monitor housing affordability

#### Your comments

Submitters are supportive of this task, and as with previous tasks, a number make useful suggestions as to how it could be improved or expanded. Melbourne City Council suggests that the timeframe for getting it under way should be identified as short-term in the draft Implementation Plan.

The City of Whittlesea submits that very little information has been provided on the way 'limiting fringe urban development' might affect housing affordability. It believes that this issue should be given greater attention, as fringe locations have traditionally catered largely for first homebuyers. This view is echoed by the development industry through organisations such as the HIA and UDIA.

The HIA also expresses concern that *Melbourne 2030* might lead to increased concentration of market power in the hands of the largest multi-unit builders by increasing the proportion of medium density housing. It is suggested that this might result in an associated increase in housing costs.

The City of Whitehorse strongly encourages DSE to investigate and analyse trends in affordable housing, and suggests that the program should also extend to cover constraints to housing affordability and identify mechanisms to overcome such constraints. Moonee Valley City Council wants monitoring to also take specific needs into account, such as housing for those at risk who do not meet Department of Human Services' criteria. Moreland City Council submits that information should be made available at regional, local and suburban level.

The City of Port Phillip puts forward as a possible demonstration project the Inkerman Oasis project in St Kilda.

## Our response

Monitoring of housing affordability is identified in the draft Implementation Plan 3 – Housing as a short-term task to commence within 12 months. We intend that the program will provide a consistent set of data on housing affordability across the metropolitan area. It will investigate affordability for home ownership and rental accommodation. Our aim is to publish an annual report providing details at a suburban level. This work will build upon other currently available information on housing cost and affordability.

The program will look at appropriateness of housing (just because it is affordable doesn't necessarily make it appropriate to a household's needs), availability (it may be affordable, but is it available?) and the proximity of supply to needs.

The importance and value of this information is recognised, and its relationship to planning for housing needs across the metropolitan area is important, particularly so in planning for activity centres and growth areas. While the monitoring program may not be fully operational in the short-term, preliminary work has begun that will assist in informing strategic planning work to be undertaken by local councils. This information can be disseminated through the operations of the RHWGs.

When identifying and compiling best practice examples of well-designed affordable housing developments, the Inkerman Oasis project in St Kilda will be included as an example that blends housing types, public housing and environmental initiatives.

### Priorities for implementation

In response to your comments we commit to:

- providing a consistent set of data on housing affordability across the metropolitan area
- starting preliminary work on development of a monitoring program so as to assist local government in its planning for housing

## What are the roles and responsibilities for increasing the supply of affordable housing?

### Your comments

The aim of increasing the supply of affordable housing has very strong overall support. Submitters do not dispute the importance of providing affordable housing, but views about roles and responsibilities do differ.

Knox City Council outlines the need for partnerships between Commonwealth and State Governments, but also wants it made clear that

providing affordable housing is not the role of local government. Banyule and Stonnington City Councils agree with Knox. Yarra City Council believes 'responsibility and mechanisms for addressing affordable housing lie with the State and Commonwealth Governments, in liaison with local councils'.

The City of Darebin, whilst supporting the sentiments of affordable housing, and undertaking every opportunity to increase supply, feels it must be acknowledged that councils have no real means by which to ensure that housing is affordable in a market-driven economy. Glen Eira City Council points out that housing affordability issues are extremely difficult to address at a local level when Commonwealth and State economic policies are the primary influence on housing affordability.

In contrast, both Moreland City Council and the City of Port Phillip feel local government can take a more proactive role in the provision of affordable housing. The RAIA also offers suggestions as to how the private sector could be encouraged to provide affordable housing.

The City of Whittlesea wants a review of the role of the Government in providing public and community housing in growth areas. A number of other councils feel that addressing the issues of providing affordable housing would take more resourcing than is currently available from the State and Commonwealth Governments. The City of Yarra submits that the Office of Housing has a role in promoting and providing affordable housing.

As outlined in the VLGA's submission, a partnership approach is called for which would see the State Government work through existing processes such as the 'Toward a State and Local Government Affordable Housing Strategy' Steering Committee and HALGN.

## Our response

The Commonwealth Government has asked the Productivity Commission to inquire into the affordability and availability of housing for families and individuals wishing to purchase their first home.

*Melbourne 2030* clearly defines 'affordable housing' as relating to all housing. This is discussed in greater detail in Policy 6.1, which makes it clear that all levels of government should work to increase the supply of affordable housing, and that the development industry also has an important role to play.

Limited tools or mechanisms are available to achieve increased supplies of affordable housing. This task aims to investigate the appropriateness of existing and additional mechanisms, and then implement them as appropriate. We note that a number of councils and organisations are taking a proactive

approach to increase affordable housing supplies with limited tools. They are to be commended for their efforts.

The VLGA's suggested 'partnership' approach is certainly required, and in developing mechanisms to increase the supply of affordable housing, existing structures such as the Victorian Ministerial Housing Council will be utilised. In addition to this, the RHWGs will be used as a way of developing and strengthening relationships.

#### **Priorities for implementation**

In response to your comments we commit to:

- working proactively with key stakeholders, including local government and the development sector, to increasing the supply of affordable housing

### **Are new mechanisms and incentives needed for affordable housing?**

#### **Your comments**

Most submitters believe changes to the planning system are required to facilitate more affordable housing, and make a range of suggestions.

Quite a few submissions, many of which are from councils, suggest that some form of levy should be applied through a scheme for developer contributions, or similar. The Australian Greens (Victoria) supports the approach of mandating for major developments to contain a significant proportion of social housing. They suggest 15 per cent, or a levy in lieu. Some submitters also suggest setting some form of 'targets' for affordable housing at a metropolitan and municipal level.

The PCA, while recognising the need for affordable housing, believes this should not be forced on the development industry through levies or regulations. It suggests other incentives are needed.

The cities of Whittlesea and Whitehorse comment on the difficulty that might be faced in providing affordable housing within activity centres, given competition with a range of other uses. They feel the planning system should provide a framework for this. Moonee Valley City Council raises the question of whether the Government is committing its own resources to providing affordable housing within activity centres.

RAIA does not advocate levies or targets, but suggests that incentives could be offered to developments that provide affordable housing in and around activity centres. These could coexist with other planning mechanisms to increase the supply of affordable housing, such as preparing and incorporating development plans that include as a key component, requirements for housing diversity and affordability. The RAIA also suggests that policies for activity centres could 'reward' consolidation of sites and achieve positive outcomes and better utilise community assets by allowing elements like use of airspace in the development of affordable housing.

Some submitters feel some sort of significant financial incentive or other 'trade-off' should be offered to the development industry to encourage it to play a greater role in providing affordable housing.

A number of simple approaches are suggested to act as incentives to developers. These include forming partnerships between various levels of government and developers, supporting affordable housing projects, and the Government facilitating social housing developments by other organisations through land identification and/or provision. The City of Whitehorse suggests that DSE should provide advice and training to help it make planning decisions that could positively influence the provision of affordable housing.

In addition to development incentives, other incentives could be delivered through stamp duty and land tax mechanisms. Moreland City Council also suggests programs like 'Locational Effective Mortgages' (LEMs) in the United States. These are available to homebuyers in activity centres on the basis that they will not own a car.

It is also suggested that the notion of affordable housing should not necessarily be restricted to the up-front costs of obtaining housing, and that a 'life cycle costing' approach should be considered. Ways in which households can increase energy performance and therefore generate savings are suggested.

#### **Our response**

The Government is committed to investigating mechanisms to increase the supply of affordable housing. A number of Government initiatives provide a sound basis on which to do this, in order to address identified needs.

The monitoring program will enable a much greater understanding of the housing market, and the opportunities and constraints to providing affordable housing. This program will build on other initiatives and programs, such as the Victorian Affordable Housing Strategy, and on research involving organisations such as the Australian Housing and Urban Research Institute.

It will be important to continue working with stakeholders to achieve positive and affordable housing outcomes, and to continue programs like Transit Cities to demonstrate how multiple objectives can be met, including the provision of affordable housing in activity centres.

The suggestions put forward by submitters are all very constructive and warrant further investigation.

#### **Priorities for implementation**

In response to your comments we commit to:

- investigating a range of mechanisms and incentives that will assist in the provision of affordable housing, including the recommendations included within the Victorian Affordable Housing Strategy
- ensuring that programs such as Transit Cities continue to demonstrate how multiple objectives can be achieved – including the provision of affordable housing

### **Revitalise public housing stock**

#### **Your comments**

Only a few submitters comment on this, but they are very supportive and positive.

Councils enthusiastically support the renewal of existing public housing stock within their municipalities. Some offer to help by prioritising such work. Moonee Valley City Council qualifies its support subject to there being no net loss in dwellings and to achieving dwelling stock that is more suited to both current and likely future needs, in particular, housing for the frail aged and persons with a disability.

It is also suggested a more streamlined planning process would help renewal.

Delfin Lend Lease submits that little is said about the role of revitalising public housing stock in delivering more affordable housing.

#### **Our response**

Revitalising public housing requires more than physical renewal of housing stock. The Neighbourhood Renewal initiative, being led by the Office of Housing, is transforming whole streets and communities in areas with concentrations of public housing by linking housing improvements to local employment generation schemes, community enterprise development, safer streets and communities, better education outcomes, improved access to transport and more responsive health and community services. Revitalisation of public housing is being used as a catalyst for whole-of-government investment in disadvantaged communities.

The Government is working to achieve positive outcomes consistent with *Melbourne 2030* through neighbourhood renewal and other programs. Initiatives such as these will allow for public housing stock to better meet existing and future needs of public housing tenants. They will contribute to the broader housing affordability objectives of *Melbourne 2030*.

#### **Priorities for implementation**

In response to your comments we commit to:

- continuing to support the revitalisation of public housing through programs such as the Neighbourhood Renewal program being led by the Office of Housing

### **Action 3 – Lead by example**

#### **Provide for a range of housing in Transit Cities developments**

##### **Your comments**

Submitters are generally supportive and enthusiastic about this task even though few comments are made.

Some seek clarification as to how the Government allocates Transit Cities. Knox City Council suggests the Government develop a list and timeline for proposed Transit Cities so that councils can plan ahead effectively. It would like to see criteria and guidelines that cover sites and instances where VicUrban would undertake residential development projects, and the role of local government in identifying such opportunities.

The PCA supports the task and believes it is important for State and local government to address parking issues in these locations.

It is also suggested that the Government should look at compiling and publicising successful international models where ‘Transit Cities’ approaches have been undertaken.

Some think the draft Implementation Plan needs to be clearer about how the objectives of the Transit Cities program will be implemented.

##### **Our response**

The Transit Cities program is a major State Government initiative to encourage new mixed-use development – particularly housing – close to railway stations. It aims to create safe, vibrant and accessible communities that are centred around public transport. At this stage, although it is not intended to announce further Transit Cities, elements of the Transit Cities program can be incorporated into planning for Principal and Major Activity Centres.

Because strong partnerships are vital to the Transit Cities program, the Government is

working with key stakeholders such as local councils, VicUrban, VicTrack, Victoria Police, transport operators and private investors – all of whom have a major role in creating safe, prosperous and well-connected communities.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with a range of key stakeholders to create safe, vibrant and accessible communities at Transit Cities

## **Make best use of surplus government land**

### **Your comments**

Overall there is strong support for this task, with a number of submitters highlighting instances where better outcomes could have been achieved. There is also a general view that steps should be taken to try and apply a similar approach to Commonwealth land.

Submitters want to see a strong 'whole-of-government' approach to the issue. The PCA submits that a 'State Cabinet direction is required to change Treasury and Finance Guidelines' on the disposal of surplus land. They also think the Government should use its leverage of public land to bring about major private investment.

Whitehorse City Council submits that it should be consulted on disposal of surplus land so as to ensure consistency with its local housing objectives. The City of Darebin supports this position, highlighting instances where it feels opportunities for affordable housing have been lost due to a lack of consultation and apparent unwillingness to meaningfully address such issues. It suggests that a major 'cultural change' will be required across government departments and agencies to give effect to this initiative.

A number of councils also believe housing may not necessarily be the most appropriate use of surplus land, and that other uses might be preferable, such as open space or transport infrastructure, particularly in and around activity centres.

### **Our response**

Land is a valuable resource, particularly in the metropolitan area. Care must be taken to achieve the best possible outcomes should publicly owned land become surplus to the particular needs of a Government department or agency.

A policy currently exists to manage the sale of surplus Government land which seek to retain the land in public use where appropriate (see Policy and Instructions for the Purchase, Compulsory Acquisition and Sale of Land,

Government of Victoria, August 2000). This policy allows a process for surplus land to be offered first to other government departments and agencies, then to local government and finally to Commonwealth Government, before it is made publicly available for sale. Currently, details are made available to other government departments and agencies through a Sales Bulletin Board which has been developed by the Government Land Monitor.

Government departments and agencies will be encouraged to maximise use of the Sales Bulletin Board as a way of achieving more sustainable outcomes where land is surplus to government needs. This process will remain in place while policy changes proposed by *Melbourne 2030* are investigated and implemented.

The policy that governs the disposal of government land will be changed to reflect the best use rather than the highest price achievable, based on new socially responsible criteria.

Once a best use is determined for surplus land, a whole-of-government approach will be taken to ensure potential multiple outcomes can be achieved. To achieve this, a process could be employed like that established by DHS for the Neighbourhood Renewal Program. This would require departments and agencies to identify and commit to ways in which they could contribute to the program. Better cross-government coordination will also give opportunities for the Government to leverage private investment to achieve outcomes that are consistent with *Melbourne 2030*.

#### **Priorities for implementation**

In response to your comments we commit to:

- maximising the use by Government departments and agencies of the Government Land Monitor Sales Bulletin Board as a way of achieving more sustainable outcomes where land is surplus to government needs





# Draft Implementation Plan 4

## Activity centres

### Level of comment on this implementation plan

- very high

### Key messages in submissions

- general support for the actions outlined
- general support for a structure planning process, but some scepticism about its effectiveness in delivering strategy objectives and whether structure plans are needed for all centres
- mixed response to a generic activity centres zone
- general agreement on the importance of car parking and public transport provision
- some confusion about the implementation and effect of the out-of-centre development policy
- strong interest in getting involved in Action 3, on integrating activity centres and transport
- broad agreement with the listing of designated activity centres even though many submitters suggest changes to the listing

### Priority Projects

- Structure Planning Program for Activity Centres
  - Structure Planning Advice
  - Development of a Web-based tool kit for activity centre planning
  - Activity Centre Design Guidelines
  - Development of out-of-centre assessment criteria
  - Monitoring of Structure Planning and Statutory Tools for Activity Centres
  - ResCode+ (four storeys and above)
  - Regional Housing Working Groups
  - Inner Melbourne Forums and Action Plan
  - Urban Development Program
  - Growth Area Planning
  - Transit Cities
  - Local Government Integrated Transport and Mobility Project (VLGA)
  - TravelSMART
  - Sustainability in the Built Environment
  - Committees for Smart Growth
  - Implementation Program
-

## Action 1- Plan for growth and change in our activity centres

### Undertake a strategic review of activity centres

#### What is the scope of the task?

##### Your comments

The need to undertake a strategic review of activity centres is supported by most submitters, but there is some confusion about the scope of this task and consequently, about the implications for resources. Many councils advise of current projects or work completed that will contribute to this task. Others are concerned about the implications of this action for their current and future work program, emphasising the need to prioritise planning for activity centres.

Some councils comment that a full review should not be required for every activity centre within the suggested timeframe in the draft Implementation Plan. They feel councils should be able to review their activity centres in a staged process over several years and on an as-needs basis. One council suggests that the draft Implementation Plan be amended to indicate priorities for the review of activity centres.

At the broader level, one council feels that *Melbourne 2030* should give clear direction about how local government should decide how much growth an activity centre can support. It considers that basic filters should be used to form the basis of a planning practice note.

Submitters believe it is important that *Melbourne 2030* should recognise the individual character of each activity centre as well as the expectations of local communities. This issue is also covered in other sections of this report. One council comments that there are no parameters for increasing the status of an activity centre. Another asks for criteria for development of new activity centres in fringe development areas (refer to Policy 1.1 for detailed discussion).

One council asks how it should deal with activity centres that extend across municipal boundaries.

##### Our response

We acknowledge that a process will need to be established between DSE and councils to undertake the strategic review. General advice on DSE's expectations for this task will be included in the structure planning advice. It may be prudent to incorporate this task into the three-year review of Municipal Strategic

Statements (MSS), where appropriate. Undertaking the strategic review is also a condition of receipt of base grants under the Local Government Assistance Fund.

The extent of this work for each municipality will be influenced in part by the final list of designated activity centres and the availability of local and State funding.

#### Priorities for implementation

In response to your comments we commit to:

- providing advice on DSE's expectations for this task in the structure planning advice to be released publicly before the end of the year

### What is the process for designating centres?

##### Your comments

Some comments are made about the process of designating activity centres in *Melbourne 2030*. Some consider that *Melbourne 2030* is too 'top-down' and that councils should be able to designate Principal and Major Activity Centres within their municipality.

Some feel that structure planning should come before the identification of activity centres or the designation of any activity centres for higher density housing. One submitter believes the work of the Regional Housing Working Groups has been pre-empted by the designation of the activity centres in *Melbourne 2030*.

##### Our response

The Government has received general support for the activity centres it has nominated in *Melbourne 2030*. While it has been suggested that local councils should have had more input into the designation of activity centres, it is important to recognise that the designation of centres was informed by the forum for mayors and chief executive officers held before the release of *Melbourne 2030*, and by councils' MSSs. Furthermore, the consultation process allows councils and other stakeholders the opportunity to put a case forward for change with the knowledge of the broader policy direction. As a result there have been a number of submissions requesting changes to the list. These are addressed in Appendix 1.

*Melbourne 2030* reinforces the existing State Planning Policy Framework (SPPF) in relation to activity centre policy, which requires that planning authorities plan for activity centres.

New activity centres can be designated and planned for through State-led strategic planning such as the growth area reviews or through local strategic planning work. A number of submissions were made seeking designations

for proposed activity centres, generally in the growth areas. Decisions on the designation of these centres have been deferred pending the outcome of the growth area reviews (see Appendix 1 – Suggested changes to the activity centre list).

We do not support the suggestion that structure planning should precede the designation of activity centres. It is DSE's view that this approach would cause significant delays in the implementation of *Melbourne 2030*, which may jeopardise its success. It is important that the challenges of *Melbourne 2030* are tackled across the whole of Melbourne and not just in municipalities that are more proactive.

In terms of higher density housing in activity centres, structure planning is the appropriate process to determine appropriate scales of development based on local capacity, given each council's responsibility to provide for its share of population and economic growth. The work of the Regional Housing Working Groups (RHWGs) will feed into this process.

#### Priorities for implementation

In response to your comments we commit to:

- supporting local government in its structure planning for activity centres to ensure that this process determines appropriate scales of development for individual centres

## Who should lead in planning for activity centres?

### Your comments

Some submitters believe councils should take the lead role in planning for activity centres, with help and support from the State Government. The MAV identified as a key issue the need to identify the partnership approaches that are available to administer and implement activity centre objectives. Some hold differing views on who should lead activity centre planning. One suggests that an appropriately resourced organisation at State Government level should lead implementation of the activity centre policies, since local government is under-resourced for the task.

### Our response

The State Government in association with the Municipal Association of Victoria (MAV) is investigating a range of partnership arrangements that may be employed at different activity centres, including development of a possible partnership models guide. In most cases, councils will take the lead role in activity centre planning in their role as planning authority, but with a strong place management approach. This will entail gaining a commitment

from a range of stakeholders towards a common goal.

Transit Cities have a number of partnership models and delivery mechanisms that are being pursued in partnership with councils in the designated transit cities. These are models that can be adopted for other centres, depending on their circumstances.

#### Priorities for implementation

In response to your comments we commit to:

- investigating a range of partnership arrangements that may be employed at different activity centres and consulting with local government and key stakeholders on these

## What is the role of Neighbourhood Activity Centres?

### Your comments

Identifying Neighbourhood Activity Centres is one of the tasks for councils in undertaking the strategic review of their activity centres. There is general support for the need to identify and plan these neighbourhood centres. Some submitters comment that there is little emphasis on neighbourhood centres in *Melbourne 2030* and draft Implementation Plan 4, and that the role of Neighbourhood Activity Centres is not explicit in *Melbourne 2030*.

Response is mixed about the role of these centres. Some submitters do not support the implication that neighbourhood centres are considered strategic redevelopment sites under *Melbourne 2030* or that all such centres should be locations for intensification. One council mentions that the draft Implementation Plan does not refer to Initiative 5.2.1 in *Melbourne 2030* (Research the relationship between sense of place, urban character, landscape character as a basis for improvements to the planning system) even though this work has implications for its Neighbourhood Activity Centres.

Conversely, another council believes neighbourhood centres are an option for DSE and the proposed regional housing working groups to consider, as a means of absorbing some activity centre-based residential growth.

One submitter suggests that all local railway stations be upgraded, whether or not they are in designated activity centres, as a focus for mixed-use development, government facilities such as police services, low-cost housing and local businesses. These could be prime locations for future Neighbourhood Activity Centres, given that they are government-owned land and often not the focus of neighbourhood character or heritage concerns.

## Our response

*Melbourne 2030* is clear about the role of Neighbourhood Activity Centres (see page 49). They are important community focal points, which contribute to the goal of encouraging walking, cycling and local transport use. *Melbourne 2030* states that 'development of these centres can improve access to local services and accommodate the changing housing needs of those who do not want to break their links with their local community' (page 49). In consultation with their local communities, councils will need to decide on the appropriate scale of development for each Neighbourhood Activity Centre. This will differ for each centre.

It is important that councils, through the work of the RHWGs, assess the potential of their Neighbourhood Activity Centres and their contribution to the activity centre network. This work will need to be done in the context of other Directions within *Melbourne 2030* (in particular Directions 5 and 8). The growth area planning process will also provide an opportunity for councils to plan for future neighbourhood activity centres according to *Melbourne 2030*'s Neighbourhood Principles.

The suggestion that local train stations be developed as Neighbourhood Activity Centres is supported, however, this is a decision for the local council and will also depend on VicTrack's plans. Development of these areas would need to take into consideration *Melbourne 2030* policy objectives, in particular Policy 5.5 (see the response under 'network concept' Policy 1.1 for a more detailed discussion).

### Priorities for implementation

In response to your comments we commit to:

- supporting the role of neighbourhood activity centres as outlined in *Melbourne 2030*
- assisting councils in undertaking a strategic review of activity centres and their direction for change (including identification of neighbourhood activity centres)

## How should we handle the amendment process?

### Your comments

Some councils ask for guidance on how their strategic directions for activity centres should be expressed in their planning schemes. One council sees a template for a local planning policy as a priority. Another questions local government being the lead agency for the strategic review of activity centres, and suggests there should be a Ministerial amendment to reflect the new classification of activity centres in its municipality. There is also a concern that it is too prescriptive to require a rezoning for altering the role of an activity centre.

A number of submitters are concerned about how to deal with the transitional period until more detailed strategic planning work is done on each centre.

### Our response

We envisage that the initial amendment to planning schemes to bring them into line with *Melbourne 2030* will be relatively straightforward for most councils. As mentioned in this draft Implementation Plan, we expect that local strategic planning work will need to be done to fine-tune planning for centres (that is, structure planning). Further work can be identified in the MSS, and should not delay the initial amendment.

The VCAT decision of 30 April 2003 makes it clear that *Melbourne 2030* is to be seen as a 'seriously entertained strategic plan and policy statement' that must be considered in its entirety and applied by all parties in making decisions on planning permit applications. This is more fully discussed in 'The Scope of *Melbourne 2030*'.

The concerns about managing the transition period are noted and discussions are currently underway with stakeholders to ensure a robust decision making framework is in place whilst structure plans are being finalised.

### Priorities for implementation

In response to your comments we commit to:

- providing advice on the appropriate planning scheme tools to implement the activity centre policy in the structure planning advice
- considering the need for a Ministerial amendment to reflect the new classification of activity centres in each municipality

## Undertake structure planning

### How much time and funding will be needed?

#### Your comments

Here the most common concern is the time and resources required to undertake structure planning. A large number of submitters believe firmly that the State Government must make a strong commitment to structure planning and that this should be expressed through adequate funding, assistance and incentives. Clarification is sought as to how the State Government will assist in implementing structure plans for the Principal and Major Activity Centres. Comment is also made that Government needs to be proactive about planning for traditional centres and that appropriate management structures should be put in place.

In terms of timing, one council comments that the five-year program timeframe suggested in the draft Implementation Plan is a gross underestimate, as structure planning alone can take between 18 months and five years to complete given the amount of research, consultation and planning involved. A glut of structure plans will drain resources in councils and put pressure on review processes such as panel hearings.

There is concern that *Melbourne 2030* should not generate unnecessary strategic work. Some submitters comment that it is unrealistic to require structure plans for all activity centres, as some don't need them. Some think there is a need to prioritise structure planning given resource limitations.

A few submitters are concerned that the implementation program does not focus on the revitalisation of lower order centres. Another believes funding should be based on the redevelopment potential of a centre.

#### Our response

Structure planning is essential for the implementation of the activity centre policy. To assist councils and communities in understanding what time and resources need to be allocated to the task, DSE will provide advice on an appropriate process for structure planning, including consultation, and the expected outputs.

DSE notes the concerns expressed about the work involved in structure planning however with clear guidance being provided on structure planning and targeted grants being allocated to structure planning, these concerns should be alleviated. It should also be noted that many councils have already done a lot of strategic

work and this work can be used to inform the structure planning process.

#### Priorities for implementation

In response to your comments we commit to:

- supporting local government in structure planning for activity centres through using the targeted grants program to allocate funding for the preparation of structure plans for priority centres, and providing advice and guidance which will include involvement in steering committees
- advising on the structure planning process

### How effective will structure planning be as a means of implementation?

#### Your comments

The effectiveness of the structure planning process in achieving the objectives of *Melbourne 2030* raises some questions. Moreland Council asks that DSE coordinate a review of the effectiveness of structure planning in achieving desired outcomes, and suggests this should be undertaken before the *Melbourne 2030* implementation process makes a significant commitment to structure planning as a tool.

Another submitter feels DSE should work with local government to identify other options to encourage the intensification of development in activity centres.

#### Our response

As mentioned above, we consider that structure planning is essential for the implementation of the activity centre policy and that this can take many forms. DSE reiterates its commitment to providing advice on structure planning to assist councils with this process.

#### Priorities for implementation

In response to your comments we commit to:

- monitoring the structure planning program to ensure it is effectively delivering *Melbourne 2030* objectives

## Will practice notes and models be prepared to help in the process?

### Your comments

There is general agreement that priority should be given to the preparation of advice or 'practice notes' on structure planning. A number of councils specifically request that local government be involved in this process, saying the draft Implementation Plan should be amended accordingly. Comments about the areas that should be covered by the practice notes and by structure plans include:

- a clear definition of structure planning
- the need for flexibility in the format of structure plans
- specific criteria for structure planning for growth areas
- how to attract State and Commonwealth Government investment
- water-sensitive urban design and stormwater issues
- guidelines on appropriate heights in main streets
- the role of developer contributions
- the provision of open space (critical for liveable residential communities in medium and higher density housing)
- management of the interface between the activity centre and surrounding area
- infrastructure capacity
- urban design frameworks
- the necessary links to transport and parking policies
- street frontage safety, permeability, circulation
- capacity constraints (including heritage issues).

Kingston City Council suggests a structure planning model and highlights key considerations for structure planning.

Establishing boundaries to activity centres is seen as important by a number of submitters, as is the role of structure planning in this process. One council considers the 400 metre walking distance cited to be too simplistic and says councils should determine the boundaries. How the boundaries are recognised in the planning scheme requires clear resolution.

Another submitter feels that the approach for setting boundaries of Neighbourhood Activity

Centres should be different to that used for Principal and Major Activity Centres.

### Our response

Advice for structure planning is important and will be developed as part of the implementation program for activity centres. To assist councils and communities in understanding what time and resources need to be allocated to the task, DSE will provide advice on an appropriate process for structure planning, including consultation, and the expected outputs. Suggestions made by submitters on what this advice should contain will be taken into account in setting the scope of the project. We agree that there should be flexibility in approaches to structure planning in recognition of the diversity in centres. Structure planning advice needs to continue to build on lessons learnt from the Transit Cities Program and from the hands-on experience of councils undertaking structure planning work.

We accept the importance of establishing the boundaries of activity centres. This is an issue that should be addressed through the structure planning process.

There has been misinterpretation of the 400 metre walking distance as a way of 'defining' an activity centre. This figure was used as a measure for accessibility for a sustainable neighbourhood structure; it is not intended to be a blanket determinant for setting the boundary of an activity centre. Councils will be required to 'define' the boundaries of their activity centres through their strategic work based on local considerations and the need to provide for a share of regional population and economic growth.

### Priorities for implementation

In response to your comments we commit to:

- taking account of specific suggestions by submitters and consulting with local government on the scope of structure planning advice
- supporting local councils in their structure planning for activity centres

## Who will do what during implementation?

### Your comments

Many submitters have opinions about who should lead the preparation of structure plans and about appropriate management arrangements for implementing them. The MAV suggests that there is a need to identify partnership approaches that are available to administer and implement activity centre objectives and to engage the State.

One submitter, unclear about who is responsible for structure planning, is concerned about DSE's ability to effectively play a role as a metropolitan planning agency and believes the Minister should amend delegation instruments to ensure that DSE has an effective role in activity centre planning and development.

Given the lack of resources in some councils there is some support for the State Government as leader of the structure planning process. One council suggests that DSE take a lead role in coordinating land management activities between the agencies involved in public transport land. Another comments that the Government will need to review and monitor the implementation of structure plans.

The Property Council of Australia suggests that private investors will have an important role to play in activity centre structure planning and implementation.

Consultation is seen as important in terms of the structure planning process, particularly with all land owners within a centre. One submitter suggests a forum where differences of opinion between major stakeholders can be aired and resolved, as without consensus the whole review process will lack credibility and integrity.

As with the strategic review, a number of submitters raise concerns about how to manage the transition period until structure plans are completed. One submitter feels the proposed Activity Centre Design Guidelines are too generic and will be inadequate as a stopgap until detailed local planning strategies are prepared. Others are concerned about the potential implications of an activity centre designation on the surrounding area in the absence of a structure plan. In the case of Specialised Activity Centres they feel this may give institutions open slather.

One submitter is concerned that opportunities may be lost if councils delay making decisions on development proposals until structure plans are completed.

### Our response

Councils will continue to take the lead role in activity centre planning in their role as planning authority in most cases, but with a strong place management approach that includes all relevant stakeholders. We agree with the MAV suggestion that it will be important to consider appropriate partnership models for the future planning and development of activity centres for discussion with the local government sector and key stakeholders.

Consultation is an important part of the structure planning process. The amount of consultation needed will be determined by local councils, or jointly where partnership arrangements are established involving State

Government. It will be important to engage private investors as they will have a significant role to play in activity centre implementation.

DSE notes the concerns about managing the transition period under current State Planning Policy (SPPF) until structure plans are completed. Current policy requires councils to concentrate activities around activity centres and plan them in an integrated way. *Melbourne 2030* also needs to be taken into account as seriously entertained planning policy for permit applications and must have regard to it when considering planning scheme amendments. This position is reaffirmed by a recent VCAT decision on 30 April 2003 (P2678/2002). It is not appropriate, therefore, to put implementation of the activity centre policy on hold.

The current planning scheme will continue to apply until structure planning is completed. We acknowledge the work of councils to date in developing robust planning schemes that balance community interests with broader State objectives. Councils should review and update their Local Planning Policy Frameworks (LPPFs) in light of the directions and policies of *Melbourne 2030*, and ensure that planning for activity centres is consistent with State policy.

The need for interim controls will be assessed on a case-by-case basis. Changes that will obstruct the implementation of *Melbourne 2030* will not be supported. But changes that are consistent with *Melbourne 2030*, fill a policy gap or protect future options may be supported on the basis that detailed planning provisions will be developed through the normal process.

The concerns about managing the transition period are noted and discussions are currently underway with stakeholders to ensure a robust decision making framework is in place whilst structure plans are being finalised.

### Priorities for implementation

In response to your comments we commit to:

- clarifying State and local roles in planning for individual activity centres through the structure planning program
- supporting local government in its structure planning for activity centres
- investigating a range of partnership arrangements that may be used at different activity centres for consultation

## Will site amalgamation prove a problem?

### Your comments

In terms of practical implementation, a number of submitters comment on the role of site amalgamation. One states that *Melbourne 2030* should recognise the constraints of site fragmentation within and around activity centres and that it should include an initiative for improved State Government financial support as encouragement for site amalgamation.

Some councils are sceptical about the anticipated pace of change, given the difficulties of site amalgamation. The City of Yarra argues against site amalgamation as a solution for activity centres, believing it will have a negative impact on the diversity and vitality of activity centres in the City of Yarra, and that over-scaled development will be out of place.

### Our response

Structure planning is essential for implementing activity centre policy. Part of this planning may involve locating sites that could need to be amalgamated in the future. This early identification will help council to plan for possible necessary amalgamations.

In August 2003, the Government announced the establishment of VicUrban, following a merger of the Docklands Authority and the Urban and Regional Land Corporation. VicUrban's charter is to deliver sustainable urban development, including affordable housing, prosperous communities and excellence in design. The charter includes an important role for VicUrban in implementing *Melbourne 2030*. VicUrban is well positioned to assist the Government and private developers in issues of site assembly.

#### Priorities for implementation

In response to your comments we commit to:

- supporting local government in its structure planning for activity centres to ensure that, where necessary, structure planning identifies sites that may need to be amalgamated in the future
- using VicUrban to help in the implementation of activity centre policy where land acquisition and consolidation is a substantial impediment to investment

## Plan for Central Melbourne

### Your comments

The City of Melbourne expresses support for this action in terms of a partnership primarily between Melbourne City Council and the State Government. In terms of policy, Melbourne believes planning for other activity centres should complement the specialist role of the CAD and its capital city functions and that this should be reflected in Clause 12.

One submitter suggests that (the former) Docklands Authority should be recognised in the list of bodies responsible for Central Melbourne.

The City of Port Phillip comments on the effect that policies and decisions for the central city have on its municipality. It believes consideration must be given to the impact of policies beyond the central city.

The PCA says it is important for key stakeholders to be involved and that the emphasis is on Melbourne as a capital city.

### Our response

Interest in common issues around implementation of *Melbourne 2030* has sparked discussions between inner Melbourne councils about developing a broad planning framework for the inner Melbourne region. Such a framework could provide the background to address capital city issues, the primary focus of the Central Melbourne Plan, as referred to in this draft Implementation Plan and in Initiative 4.2.1.

Therefore the State Government will work with the cities of Melbourne, Yarra, Stonnington and Port Phillip and with VicUrban (now responsible for Docklands) to contribute to the development of a broad planning framework for the inner Melbourne region that looks at capital city issues through the Inner Melbourne Forums and Action Plan. This will be funded through the targeted grants program. The geographic scope will include the Melbourne, Yarra, Stonnington and Port Phillip municipalities and Docklands. Key stakeholders and adjoining councils will be consulted.



### Priorities for implementation

In response to your comments we commit to:

- funding a targeted grant to undertake the Inner Melbourne Forums and Action Plan
- working in partnership with the cities of Melbourne, Yarra, Stonnington, Port Phillip and other stakeholders such as VicUrban to contribute to the development of a broad planning framework for inner Melbourne that looks at capital city issues

## Action 2 - Establish a clear decision-making framework for activity centres

### Concentrate activity within centres

#### Your comments

A number of submitters, including the MAV, believe the zones are inadequate to achieve a broader mix of uses. A particular case is the perceived difficulties with encouraging mixed-use development in the current business zones.

A few submitters are unsure how councils can implement the *Melbourne 2030* policy of introducing a full range of compatible activity centre uses, given their limited power in controlling mix through planning schemes.

One submitter says *Melbourne 2030* should provide detail about the perceived deficiencies of the existing business zones in implementing the activity centre policy. Others comment that the review needs to extend beyond the zones to the VPPs as a whole.

Significant numbers of submitters are apprehensive that the review may result in a generic zone that ignores the differences between activity centres and compromises diversity. The City of Yarra expresses concern that the new zone may jeopardise its own ability to capitalise and develop the individual roles of activity centres in Yarra. Other councils are concerned that the zones may contain as-of-right uses that they may want to control. One submitter comments that there should be freedom to develop unique zones rather than using generic state-standard zones. The place management approach adopted in Sydney is raised as an alternative model.

A number of submitters stress that flexibility should be built into the zone to provide councils with the ability to determine the range and proportion of land uses suitable for particular activity centres based on strategic justification. Some are in favour of revising the VPPs to permit mixed-use development in business

zones, others are aware of the need to protect business and commercial functions as the primary use in their activity centres.

Darebin City Council believes that the outcomes sought for activity centres will not be achieved using planning tools alone. 'Non-planning' mechanisms need to be considered and understood to successfully implement *Melbourne 2030*, including business mix and activity, investment, property development, community life, management and leadership.

Specific issues that should be considered in any review of statutory tools are put forward by a number of submitters. These include:

- the identification of appropriate tools to give effect to structure plans (such as the Incorporated Plan Overlay)
- minimising the under-utilisation of higher density housing opportunities around activity centres
- addressing potential conflicts between residential and non-residential uses
- the residential interface
- the use of developer contributions (for in-centre and out-of-centre development)
- the use of guidelines to achieve planning objectives
- ensuring that councils have sufficient control over the mix of uses and have the ability to prevent domination by particular uses (such as restaurants or housing)
- maintenance of active ground floors and statutory mechanisms to delineate the boundary of an activity centre (such as the planning scheme map).

Another submitter feels there is a need for clear incentives to undertake developments in activity centres, and that controls should encourage investment rather than discouraging it.

The City of Yarra suggests that additional planning mechanisms be explored and implemented that are better able to deal with built form, amenity and traffic and parking issues. These would allow councils to encourage cooperative ventures by groups of landowners.

Some submitters feel that areas outside activity centres should also be examined as part of the review. Nillumbik comments that the State Government should encourage community debate, and that for the area surrounding activity centres it should consider a new residential zone that sets a different level of amenity to that expected in normal residential areas. Brimbank City Council raises the issue of protective covenants restricting development densities to single dwellings in areas of residential land surrounding activity centres.

In terms of control over commercial and retail uses outside activity centres, one submitter sees a need to clarify primary and ancillary retail uses. Another believes that considerable further work is needed to develop effective planning controls for 'big box' retailing and to define this use.

For consultation, one submitter feels the review should involve local government and the community. A few comment that it should be undertaken as a priority and that if it happens to coincide with structure planning work by councils, the two processes can inform one another. Another would like to see the experience of a number of centres used as a basis for developing the zones, again confirming the common view that this should not be a 'one size fits all' exercise.

Whatever the outcome of the review, several comments indicate that clearly, planning for activity centres should not be over-complicated and that if standards and guidelines are comprehensive, structure planning for all activity centres may not be necessary, thereby addressing the resource implications of structure planning.

### Our response

We accept the need to ensure the planning system can effectively implement activity centre policy. To this end, the scope of the project requires careful consideration. Structure planning of Principal and Major Activity Centres and Transit Cities will be monitored including the applicability of the statutory tools used in implementation. Once Structure Planning is completed, we will reassess the planning tools available for Councils to implement. A sample of structure plans developed in accordance with the Structure Planning Advice will be assessed to determine whether the guidelines on structure planning and to determine whether the plans can be given effect through the current land use statutory frameworks.

We note the concerns about a generic zone. These will be taken into account in defining the project.

We consider that this action area should be extended to a review of the capacity of the VPP tools, not only the zones, to deliver structure planning outcomes.

#### Priorities for implementation

In response to your comments we commit to:

- monitoring structure planning for activity centres, including the applicability of the statutory tools used in implementation

## Develop new out-of-centre assessment criteria

### Your comments

There is significant support for the development of out-of-centre assessment criteria and a number of submitters ask that this be undertaken as a priority project. Some councils identify out-of-centre development as an issue, and welcome further policy development. Another states that the criteria are needed - as long as their aim is to concentrate activity in activity centres.

Submitters raise issues of clarification about the policy for out-of-centre development and what the development of the criteria should address. Some see 'big box' retailing as a priority. The Bulky Goods Retailers Association comments that the activity centre policy does not deal adequately with out-of-centre development of the type characterised by bulky goods retailing (for a more detailed discussion of this group's submission, see "How can new forms of retailing be accommodated and what should they look like?" in Policy 1.2). There is also a call for clearer definitions for retail uses (particular reference is made to the recent decision in relation to The Warehouse at Epping, and the blurring between 'Shop' and 'Restricted Retail Premises').

The criteria need to clarify the uses that are appropriate to out-of-centre locations. For example, two submitters ask whether the policy would affect local services such as medical centres and child care centres that are currently able to locate in residential zones. Another wonders if community housing is affected.

The City of Port Phillip seeks clarification of the concept of 'net community benefit' and asks that measures be put in place to ensure that the policy is applied consistently by all statutory bodies.

Comments about implementation of the policy include review of land use terms in the VPP guidelines for enforcement of proper retailing practices, and the need for State Government support in upholding the out-of-centre policy until the criteria are developed (this includes the transition period). The development of an economic model to help assessment of out-of-centre developments is suggested.

Knox City Council comments on the reduced efficiencies in the planning approvals process, and the increased resourcing that will be needed if a Ministerial Direction insists on a planning scheme amendment for all out-of-centre developments.

A number of submitters want to be involved in this project.

## Our response

This project is identified as a priority. Submitters' comments will be taken into account in scoping the project. There will be opportunities for stakeholder involvement once it is under way.

### Priorities for implementation

In response to your comments we commit to:

- developing new out-of-centre assessment criteria, taking into account submitters' comments in the scoping of the project
- involving key stakeholders in the development of the project

## Apply integrated performance criteria to decision-making

### Your comments

The development of integrated performance standards and guidelines for activity centres is seen generally as a valuable strategic planning tool for councils. Submitters agree that it should proceed. There is however, some trepidation about the implications for decision-making processes of 'raising the bar' on applications for development in activity centres. There appears to be no clear indication of the statutory force of the performance standards and guidelines and how they will be used. What are the repercussions if a centre does not meet the criteria, asks one submitter?

The main issue raised is the timing of this project with other initiatives. As this work will inform the structure planning process, a number of submitters believe it should take place at the same time. The City of Boroondara comments that this work should be the first action and will inform the Action 1 tasks.

One submitter feels DSE should lead this project, rather than a working group as stated in the draft Implementation Plan.

Another observes that because a significant amount of work is involved in assessing all activity centres against the criteria, it should be done on an as-needs basis and where resources are available.

A number of councils have already made progress with work in this area.

## Our response

The development of integrated performance standards and guidelines for activity centres is an important component of implementing *Melbourne 2030*. Submitters' comments will be taken into account in defining the project, which will be undertaken in the medium term (3-5 years) Work currently being undertaken within DSE, includes performance indicators for Transit Cities, and the Sustainability in the Built Environment program which aims to develop a framework for the implementation of sustainability requirements in the planning system.. This work will inform the development of integrated performance criteria.

### Priorities for implementation

In response to your comments we commit to:

- taking submitters' comments into account in developing integrated performance standards and guidelines for activity centres
- developing performance indicators for Transit Cities

## Action 3 - Integrate activity centres and transport

### Connect activity centres

#### Your comments

There is general support for this task, with a number of general comments about the transport service development and management plan. These centre on its basis and its contents. Many of these comments are addressed elsewhere in this report. In terms of submissions specifically related to activity centre planning, we note that there are mixed views about the type of public transport that should service activity centres. Some submitters consider that fixed rail should be given greater weight than buses and that where possible, fixed rail should be extended to activity centres. Conversely, another submitter comments that the approach to connecting activity centres to public transport needs to take in all modes of transport and not only rail.

The City of Knox comments that it is unclear how local government will assist DSE in producing a service development and management plan. This needs further clarification.

One submitter comments that the actions in the draft Implementation Plans for activity centres and transport (4 and 6) should coincide.

Note that this task is similar to the task on supporting policies for activity centres and Transit Cities in Action 2 of draft Implementation Plan 6 - 'Integrated transport'. See also submissions on Policy 8.1.

#### Our response

Comments made about the basis of the transport service development and management plan are addressed elsewhere in this report - see Policy 8.1 and draft Implementation Plan 6 - 'Integrated transport'. In terms of the public transport that connects activity centres, all modes of transport included as part of the Principal Public Transport Network (PPTN) and outlined in *Melbourne 2030* are considered appropriate.

A significant issue for the PPTN is the uneven distribution of activity centres, particularly in the outer suburbs and newer growth areas. These areas are characterised by more sparsely distributed activity centres. Often these are poorly connected to each other, and lack public transport services. To widely distribute the benefits of the network, particularly in these outer areas, *Melbourne 2030* recognises the importance of cross-town bus routes as part of the PPTN. Indeed, there is strong support for development of cross-town, or orbital PPTN

routes (see discussion in Policy 8.1). Arguments that all activity centres needing to be connected by rail are not sustainable and will not effectively deliver the outcomes sought by *Melbourne 2030* in many outer areas.

See Direction 8 and draft Implementation Plan 6 - 'Integrated transport' for further information on transport initiatives.

#### Priorities for implementation

In response to your comments we commit to:

- working with councils and DOI to determine how activity centres can best be connected to the Principal Public Transport Network through the development of a transit strategy and through detailed structure planning for individual centres

### Encourage pedestrian and cycling access

#### Your comments

This action area attracts significant support from councils, Bicycle Victoria and many individual submitters. The objective of encouraging pedestrian and cycling access is consistent with the local strategic directions of some councils.

There is a general view that more needs to be done to make cycling an attractive option and that cycling should be considered in all implementation processes. In terms of network design, one submitter comments that a continuous route between activity centres is important for an effective network as well as for access to the centre. The City of Monash comments that local paths could be more important in encouraging people to alter their mode of transport to bicycles.

It is suggested that these performance standards become part of the general integrated performance standards for activity centres, and that all relevant key stakeholders should be involved in developing the performance standards.

See also submissions on Policy 8.3, 8.7 and 8.8.

## Our response

The development of performance standards for safer pedestrian and cycling access to activity centres and strategic redevelopment sites is an important component of implementing *Melbourne 2030*, as is continuing to develop the Principal Bicycle Network (PBN).

See Direction 8 and draft Implementation Plan 6 - 'Integrated transport' for further information on transport initiatives.

### Priorities for implementation

In response to your comments we commit to:

- developing performance standards for safer pedestrian and cycling access to activity centres and strategic redevelopment sites
- continuing to develop the Principal Bicycle Network
- developing guidelines for developers and councils that emphasise sustainable transport outcomes
- completing and reviewing the TravelSMART pilot program
- developing a comprehensive action plan to increase cycling
- amending the Victoria Planning Provisions to require end-of-trip facilities for bikes in commercial buildings

## Review car parking policies

### Your comments

The review of car parking policies and management in Central Melbourne and at Principal and Major Activity Centres receives general support. It is acknowledged that the provision and location of car parking is important in managing travel behaviour. One submitter also comments that the provision of new car parking can often decide the development options available in existing and new activity centres.

Submitters raise a number of issues that will need to be considered in any review. These include the importance to traders of adequate car parking, and accommodating car parking to support housing in activity centres.

One suggests that there should be some emphasis in *Melbourne 2030* on the provision of safe and secure car parking and the promotion of 'park and ride' facilities.

Parking precinct plans attract attention. Moreland City Council asks whether these plans will be required for all activity centres or whether the review will replace the need to develop them. The PCA believes they should be developed for all activity centres.

Some submitters comment that the review should involve the community, landowners, developers and private industry, and not just local government.

See also submissions on Policy 8.8.

## Our response

The issues raised by submitters will need to be considered in any review of car-parking policies. This is seen as medium-term work to be undertaken by DSE and DOI in consultation with relevant stakeholders.

### Priorities for implementation

In response to your comments we commit to:

- working with local government and other stakeholders to review the current practice and policies relating to car parking in Central Melbourne and Principal and Major Activity Centres

## Action 4 - Lead by example

### General comment

#### Your comments

The City of Glen Eira believes that in general, this action places too much emphasis on demonstrating the benefits of transit-oriented development. Glen Eira suggests that for *Melbourne 2030* to be successfully implemented, the key action needs to be community education to promote the benefits of the activity centre policy and the concept of higher density residential development in and around activity centres. It believes the State Government needs to produce clear and simple information to demonstrate the benefits of the policy to residents and traders. Glen Eira refers to the difficulties it has had introducing 'urban village' policies into its planning scheme.

#### Our response

The Government recognises the importance of increasing the general understanding and acceptance of *Melbourne 2030* and is committed to promoting *Melbourne 2030*'s vision and benefits throughout the implementation of the strategy. The *Melbourne 2030* Website will play an integral role in keeping all stakeholders and

the community informed of actions being undertaken, and of the strategic basis for these actions. Improved community understanding of *Melbourne 2030* will also be built through implementation activities such as structure planning, RHWGs and Committees for Smart Growth.

#### **Priorities for implementation**

In response to your comments we commit to:

- improving community understanding of *Melbourne 2030* through implementation activities
- keeping the *Melbourne 2030* website up-to-date to ensure the community is informed

## **Demonstrate the benefits of transit-oriented development**

### **Your comments**

There is strong support for the Transit Cities Program, with a number of requests for specific centres to be included in the program with the nine already named. It has been requested that the following centres join the program:

- Greensborough
- Heidelberg
- Camberwell Junction
- Sunshine
- Cranbourne
- Narre Warren-Fountain Gate
- Preston-Northland
- Preston-High Street
- Knox City and Towerpoint
- Bayswater
- Boronia
- Doncaster
- Maribyrnong-Highpoint
- Diggers Rest
- Rockbank
- Moonee Ponds
- Essendon
- Coburg
- St Kilda
- Prahran/South Yarra
- the Aurora development, to be included as part of the Epping Transit City
- South Morang.

Some submitters comment that the State Government should be proactive in planning for these centres in terms of encouraging investment and providing appropriate infrastructure. Others believe that demonstration projects or State Government support should be provided more broadly to leverage private investment or to kick-start disadvantaged areas.

Maroondah City Council is worried that if more activity centres are nominated to join the program, its benefit may be diluted and the original transit cities will not be given an opportunity to fully establish.

### **Our response**

The Transit Cities Program will continue to focus on priority centres of the Government identified in *Melbourne 2030*. However, it is important that planning for all activity centres consider the objectives for development of activity centres outlined on page 46 of *Melbourne 2030*. These principles are an important component of the successful development of activity centres. They should be considered whether or not a centre is part of the Transit Cities Program.

The nine metropolitan transit cities were selected on the basis of their ability to demonstrate the principles of *Melbourne 2030*. These centres are locations where the Government will be able to work with local government, the community and the private sector to demonstrate ways to achieve the revitalisation of a centre. The Transit Cities Program aims to show how the Government, with its strategic partners, can lead by example. The current selection of centres provides a diverse range of issues and challenges and enables a number of differing approaches to be initiated as models for other centres to adopt, depending on their particular circumstances.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that structure planning for all Principal Activity Centres is undertaken to implement *Melbourne 2030* objectives
- continuing with the existing Transit Cities Program

## Work with VicUrban

### Your comments

This area attracts general support from submitters. A number want more information about the role of VicUrban (the new body that resulted from the merger of the Urban and Regional Land Corporation and the Docklands Authority) and the criteria it will use to identify projects.

One, a private developer, objects to VicUrban playing a significant role in implementing *Melbourne 2030* as a major conflict of interest. The developer considers that VicUrban should be involved only as an agent for site acquisition and assembly, and that this needs to be clarified.

Others comment that VicUrban resources should be used to help disadvantaged activity centres.

### Our response

VicUrban provides new opportunities and flexibility for the Government to deliver 'demonstration projects'. These projects will reinforce the policy directions announced in *Melbourne 2030* and in particular the policy directions for the Transit Cities Program and activity centres.

In relation to the conflict of interest issue that is raised, the legislation is explicit that VicUrban cannot act as a developer of a site if it evokes the provisions of the *Victorian Urban Development Authority Act 2003* that relate to its role of government facilitator. It is therefore considered that there will be no conflict of interest as the roles and functions of VicUrban are clearly outlined in legislation. As an example, if VicUrban is involved in site acquisition or assembly through using compulsory acquisition powers it will not be able to develop the site. It will be required to seek expressions of interest and tender the site on the open market for development.

#### Priorities for implementation

In response to your comments we commit to:

- identifying opportunities where VicUrban could assist in site assembly
- ensuring transparency in VicUrban's role

## Locate government facilities in activity centres

### Your comments

Most submitters support this action, and a few councils comment that it is consistent with current practice. Despite this, from the submissions received it is unclear whether many formal policies of this nature exist.

The co-location of government facilities is supported by some submitters. But one council comments that unless a more interventionist approach is taken in this area, high land prices may deter government agencies and services from moving to activity centres.

Stonnington City Council comments that while it accepts the benefits of the policy, the key determinants for locating community facilities are proximity to users, land suitability and availability, price, and the fact that suitable land is not generally available in activity centres. Stonnington asks that State Government funding assistance be made available to offset costs incurred by councils and other service providers if they are required to establish in activity centres.

Two councils express concern about the policies of some Government departments. They suggest giving priority to the preparation of standards for Government departments in locating and planning new facilities. These should include the development of major community facilities and their integration into communities. The submitters believe this should be a joint State and local government project, with the resultant standards consistent with *Melbourne 2030* principles such as the Neighbourhood Principles. Another submitter comments that the State and Commonwealth governments should consult with local government on the location of new community facilities.

### Our response

*Melbourne 2030* is a whole-of-Government strategy. All State Government departments have signed up to *Melbourne 2030's* implementation.

## Action 5 - Ongoing monitoring and review

### Monitor activity centres in relation to *Melbourne 2030*

#### Your comments

Most submitters recognise the importance of monitoring the effectiveness of the activity centre policy. A couple ask for more information about the scope of the task.

One comments that the monitoring program should be developed in consultation with local government, the community, landowners and industry, and suggests that the working group to be established for the development of integrated performance criteria could also be used for this task.

There is general agreement that the task needs to be carefully managed to avoid being too resource-intensive, and that it will require financial assistance. One submitter suggests that the data collection task should fall to local government, with the State Government providing advice and ensuring consistency in monitoring methods.

Suggestions about what should be monitored include the impact of larger centres on smaller, community centres, and measuring the centres against the integrated performance criteria.

#### Our response

Given the importance of the activity centre policy and the need for stakeholders to be confident that the policy is working, this action area is integral to the success of *Melbourne 2030*. The comments will be taken into account when DSE starts work on the monitoring program. Opportunities to utilise existing monitoring programs, such as the energy performance indicators of the Sustainable Energy Authority Victoria, will be investigated to ensure monitoring is efficient but targeted. Councils will play a significant role in this work and demands on resources should be a key consideration in developing the program.

#### Priorities for implementation

In response to your comments we commit to:

- developing a monitoring program for activity centres that will include monitoring the capacity of Victoria Planning Provisions tools to deliver outcomes of structure plans for Principal and Major Activity Centres and Transit Cities
- investigating opportunities to utilise existing monitoring programs to ensure that monitoring is efficient but targeted.



## Appendix 1 – List of Principal, Major and Specialised Activity Centres

Appendix 1 of this document sets out the suggested changes to the activity centre list, by municipality. Included in this table is the suggested change, summary of submission, details of the submitter and the response to suggested changes.

As a result of submitters' comments, the following changes have been made to the activity centres list:

- Glenferrie Road, Hawthorn (including Swinburne University) added as a Major Activity Centre
- Berwick (including Casey Technology Park and C21 Business Park) added as a Major Activity Centre
- Preston - High Street reclassified from a Major Activity Centre to a Principal Activity Centre
- Noble Park added as a Major Activity Centre
- Knox City and Towerpoint to be renamed Knox Central
- Doncaster to be renamed Doncaster Hill
- Caroline Springs added as a Major Activity Centre
- Mount Waverley - Pinewood Centreway is no longer identified as a Major Activity Centre and should be identified by council as a Neighbourhood Activity Centre
- Mulgrave - Waverley Gardens is no longer identified as a Major Activity Centre and should be identified by council as a Neighbourhood Activity Centre
- Racecourse Road, Flemington added as a Major Activity Centre
- Burwood Heights Shopping Centre (including 78 Middleborough Road) added as a Major Activity Centre
- Burwood East K-Mart Plaza is no longer identified as a Major Activity Centre and should be identified by council as a Neighbourhood Activity Centre
- Central West Retail Plaza and Business Park, Braybrook, added as a Major Activity Centre
- RMIT Technology Park to be renamed Janefield Technology Precinct, Bundoora.

A decision on some requests for changes to the list of centres has been deferred pending the outcomes of other strategic work such as the growth area reviews and the Inner Melbourne

Forums and Action Plan. Centres which fall into this category are identified in Appendix 1. Other centres have not been recommended for inclusion because of the limited strategic work that has been conducted on them to date. Centres that are not supported at this stage for inclusion as a Principal or Major Activity Centre may reapply for inclusion through the normal planning scheme amendment process, once further strategic work has been undertaken. The process for changing the list is discussed in the section on Policy 1.1.

### Priorities for implementation

In response to your comments we commit to:

- changing the list of activity centres as outlined

## Appendix 3 – Draft Activity Centre Design Guidelines

### Your comments

Most submitters indicate support for the draft guidelines, and their finalisation and release in the form of a practice note. Some are interested in being involved in the completion of the guidelines. Yarra City Council questions the applicability of the guidelines in inner areas, given existing development densities.

Some submitters suggest topics for other guidelines and practice notes or research that will help with the practical implementation of the activity centre policy. These will be reviewed as part of the implementation program. There is one suggestion that the guidelines be included in planning schemes.

Specific comments about potential improvements to the draft guidelines include:

- ensure that the guidelines recognise the individuality of activity centres and that they are not intended to be 'one size fits all'
- the need for illustrations or diagrams, in particular for the section 'Residential use in and around activity centres'
- the need to include more detailed performance standards for multi-level development including car parking rates, waste management, private open space and environmentally sustainable design (ESD)
- the need to integrate more ESD principles
- the need to recognise accessibility by all (including the disabled) and include reference to the Access to Premises Provisions of the Disability Discrimination Act 1992
- the need to include more Crime Prevention Through Environmental Design (CPTED) principles through the 'Safer Design Guidelines for Victoria'
- provision of more detail on sustainable building design and construction techniques.

### Our response

The draft guidelines are generally supported and should be finalised taking into account detailed comments received from submitters. Comments about detailed guidelines or performance standards for multi-level development will be looked at as part of ResCode + (the new guidelines being developed for buildings of four or more storeys). Other relevant DSE projects such as the 'Sustainability in the Built Environment' project may also provide a useful source of information to complete the guidelines (refer to the discussion in Policy 7.8).

In terms of the applicability of the design guidelines in inner areas, it is recognised that some inner city activity centres such as those in the City of Yarra are already successful activity centres. In such cases, the design guidelines can provide guidance where needed.

#### Priorities for implementation

In response to your comments we commit to:

- finalising the Activity Centre Design Guidelines taking into account submitters' comments
- reviewing the need for other guidelines and practice notes that will help with the practical implementation of activity centres as part of the *Melbourne 2030* implementation program

# Draft Implementation Plan 5

## Green wedges

### Level of comment on this implementation plan

- very high

### Key messages in submissions

- need for more detail on the application of green wedge zones, in terms of the level of consultation and the process involved
- need for more flexibility in draft zones
- wide-ranging suggestions on the content of management plans
- wide variety of views on the formation of regional working groups (which are covered in Action 4)

### Priority projects

- Green Wedge Management Plans
  - Renewed Port Phillip and Western Port Regional Catchment Strategy
  - Metropolitan Fringe Councils – Strategic Planning Partnership
- 

## Action 1 – Apply the urban growth boundary

This action is dealt with under draft Implementation Plan 1 – ‘Urban growth boundary’.

## Action 2 – Introduce new planning measures

### How will the green wedge zones be finalised and implemented?

#### Your comments

A number of metropolitan councils on the fringes of the metropolitan area (‘fringe councils’) are unclear on how the green wedge legislation will be translated through the green wedge zones and into the planning schemes.

A significant proportion of submitters feel that further work is needed to demonstrate to planning authorities the relationship between the Green Wedge Zone, the Rural Conservation Zone and existing zones, in particular the Environmental Rural Zone.

A number of fringe councils and others would like the proposed restrictions on commercial activities and tourism to be more flexible.

Some submitters, such as the Mornington Peninsula Shire Council, indicate they will provide detailed comments on green wedge zones, and suggestions on how these could be applied at the consultation stage of Action 2.

Clarification is sought by fringe councils on the steps to introduce the new zones and whether they will be introduced into planning schemes by a Ministerial amendment (under section 20 (4) of the Act), or whether councils will be the planning authority for introducing them. The Shire of Melton considers that it should be permitted to determine the allocation of the new zones to reflect the outcome of its rural areas review.

Fringe councils express a strong view that a number of other planning projects should be completed before the green wedge zones are translated into planning schemes. These include:

- Brimbank City Council recommends that a detailed review of the Calder North non-urban land should occur before the new zones are applied
- the Shire of Melton considers it should be permitted to complete its current rural review
- the Whittlesea City Council considers that DSE should complete the Rural Zones Review

- commenting on statutory controls and legislation, the City of Greater Dandenong feels strategic work should be undertaken as a preparatory step
- Hume City Council recommends that the zones be applied following completion of the green wedge action plans.

Environment Victoria and the VFF suggest that the Government must provide councils with clear guidelines on the way in which the new zones are to be applied to green wedge land. The VFF would not like the Rural Conservation Zone to be applied to any land used for agriculture. In addition, the VFF also seeks Government action to help develop improved understanding of existing use rights for farming land in green wedges, which should be transferable to subsequent owners.

Manningham City Council questions the timing of the tasks, and whether this will allow enough time for consultation. The City of Casey suggests that consultation on the draft green wedge zones should require revised zones to be circulated for comment. Casey says it will assist by arranging forums for land owners affected by the new zones.

### Our response

Clearly there is a need for a specific process to identify the timing and sequence of tasks to introduce new zones.

Draft Implementation Plan 5 – ‘Green wedges’ refers to the need for the new green wedge zones to ‘complement the conclusions arising from the review of the rural zones’. The Rural Zones review, which dovetails with the Green Wedge policy, will provide an integrated set of new rural zones to replace the existing zones. The new zones will be able to be applied across all the rural areas of Victoria, including the Green Wedges. A process for translating green wedge zones into planning schemes will be developed.

In response to calls for improved understanding of existing use rights for farming, the Government has introduced a number of measures to help farmers in asserting their rights to farm under the Government’s Living Together in Rural Victoria Strategy. In September 2002 the *Sale of Land Act 1962* was amended to warn potential purchasers that a property may be located in an area where activities involved in commercial agriculture may affect their enjoyment of the property.

### Priorities for implementation

In response to your comments we commit to:

- providing clarification on the process for application of the new zones

## Action 3 – Provide legislation that ensures protection of green wedges

The Planning and Environment (Metropolitan Green Wedge Protection) Act 2003, passed on 5 June 2003, has the effect of requiring the authorisation of the Minister for Planning and the ratification by Parliament of certain amendments to planning schemes in green wedges. In addition the Government has introduced new planning provisions in all green wedges (Clause 57) to better control land use in green wedges.

## Action 4 – Develop an individual action plan for each green wedge

### The scope of management plans

#### Your comments

A substantial proportion of submitters comment on the potential content of management plans. Among high priority issues are:

- the need to manage forested areas to control bushfire threats
- the perceived incompatibility of freeways with some green wedges (such as the South East green wedge)
- better management of interface issues such as urban and rural, and private and public land
- the strategic use of buffer areas between conflicting land uses, including a requirement that buffers should be provided by new or establishing uses, which may include agriculture in any of its various forms if it is the new use
- the need for specific references to buffers between development and waterways, native vegetation controls and better management of surface water impacts on waterways
- the need for action plans to specify how planning scheme provisions are to be used to protect the green wedge environment, including identification of land where the Rural Conservation Zone should be applied

- review of spatial coverage of some green wedges – the VPNA believes thought should be given to extending some of the green wedges further inwards, including areas of significance from the Western Plains South, Sunbury, Whittlesea, Nillumbik and Southern Ranges green wedges, and to extending the Mornington Peninsula green wedge to include all the western shoreline of Western Port, outside the urbanised areas of Hastings
- undertaking land capability studies in all of Melbourne's green wedges, as part of a statewide agricultural strategy review
- the need for plans to be holistic, considering a full range of compliance and incentive tools, opportunities for community education, attracting local community and government support, and continuing research, development and extension into agricultural productivity
- potential equity issues where the options of farmers or other landowners are limited in order to provide the public benefits associated with protecting, managing and enhancing the green wedges
- the need for ways to identify land for metropolitan parks or open space links in situations where there is private rural land ownership along waterways.

### Our response

We note comments by submitters on the scope of management plans, and will consider them in finalising the range of issues to be included in the management plan process. We intend key stakeholders to be involved in helping to refine the extent of these tasks.

Reference to existing local planning policies which promote better management of green wedges will be important in framing green wedge management plans. The plans will provide ways of bringing together existing programs, identifying gaps, and suggesting possible longer term measures to better manage and sustain green wedge values.

#### Priorities for implementation

In response to your comments we commit to:

- involving key stakeholders in the scoping of the green wedge management plan process
- where appropriate, reviewing and incorporating existing local planning policies into the green wedge management plans
- providing targeted funding grants to support the development of green wedge management plans

## Regional green wedge working groups – a suggested approach

### Your comments

A number of fringe councils feel that the regional groupings suggested in *Melbourne 2030* may not be appropriate in the development of the management plans. The City of Frankston feels that the regional working group of councils for the South East green wedge is appropriate but that the Southern Ranges-Peninsula group is too large – it suggests a smaller unit based on Casey, Mornington Peninsula and Frankston councils. The City of Hume understands the rationale behind regional groups but prefers that each municipality prepare individual management plans.

The City of Whittlesea favours preparation and implementation of management plans at municipal level but with regard to regional issues. In opposing the suggested regional groupings, Whittlesea points out that while the western portion of its area shares certain landform and green wedge attributes with Hume and Brimbank, land characteristics to the north and east are quite different.

The MAV notes that local government forums showed a preference for individual green wedge management plans rather than regional groupings.

However, not all councils support an individual municipal approach to management plans. The cities of Brimbank, Kingston, Manningham and Nillumbik welcome and support the regional groupings as suggested in *Melbourne 2030*. Kingston states that one of the significant strengths of the wider implementation of *Melbourne 2030* is the Government's acknowledgement of the need for regional rather than local approaches to critical issues. Nillumbik suggests the Interface Group of Councils as a possible management model.

Both the City of Manningham and the Shire of Mornington Peninsula suggest that in addition to the regional groupings, involvement is required of Catchment Management Authorities and other relevant authorities and industries such as the VFF.

Local community representation in the regional groupings, such as 'friends of ...' groups, is requested by a high proportion of submitters.

The Shire of Yarra Ranges submits that consideration should be given to how the proposed regional working groups, or any alternative approach, will integrate with other regional initiatives such as catchment planning, open space planning and transport planning. Duplication of regional planning initiatives should be avoided.

Mornington Peninsula Shire, while recognising there will be separate working groups, feels that the role, function and tasks of the regional working groups should be generally consistent across all groups and be refined by key stakeholders. Nillumbik Council submits that the proposed working groups should be research-based and not directive towards councils in matters of local policy development.

Knox City Council notes it is included in two regional working groups. In terms of its current resources it questions the short-term priority for actions and tasks under draft Implementation Plan 5 – ‘Green wedges’.

The Wyndham Community Plan Taskforce, although reluctantly recommending a committee (rather than supporting a working group), argues this is necessary because of the range, complexity and potential impact of issues associated with green wedges. It suggests the Committee for Green Wedge Sustainability should include State and local government representatives, and stakeholders such as agriculturalists and rural residents.

The VFF suggests that regional groupings should reflect similar rainfall and climatic conditions.

## Our response

We intend the proposed regional groupings to give a metropolitan or regional perspective to planning and management issues, rather than a local or municipal viewpoint. This is consistent with the approach adopted for *Melbourne 2030*.

The regional groupings take into account the fact that green wedge issues are not restricted to municipal boundaries. While area-specific issues are likely to be tackled, the groups are intended to stimulate discussion with a wide range of stakeholders across broadly based issues. An important function is to help with assessment of consistency between adjoining municipalities, for example, in implementing the green wedge zones.

We support the avoidance of duplication. Much good work has been and is being undertaken or planned by different agencies. For example, it is intended that the Port Phillip and Western Port Regional Catchment Authority be closely involved with all management plans. The Port Phillip and Western Port Regional Catchment Strategy is a key body of work that will help the integrated management of natural resources in the region.

We anticipate that the issue of regional groupings will be resolved during implementation of Action 4.

### Priorities for implementation

In response to your comments we commit to:

- a regional approach to the establishment of the green wedge working groups
- avoiding duplication with existing programs and groups by undertaking a thorough scoping exercise before commencing pilot groups
- funding a pilot green wedge management plan program involving Wyndham, Melton and Hume councils

## Action 5 – Manage residential development in green wedges

### Development for small towns

#### Your comments

A few submitters comment on the need to contain development in small towns. Most comments on this issue were supportive and cite the need for strategic planning to guide the development of small towns.

The City of Manningham considers that the timeframe to develop planning directions for towns in green wedges should flow from the development of management plans. Therefore this should be medium to long-term.

#### Our response

*Melbourne 2030* refers to the need to limit the development of towns in green wedges to ensure they do not expand so much that they affect green wedge values. Most councils have policies relating to the development of rural townships. In places like the Mornington Peninsula there are firm policies, with boundaries already included in the planning scheme.

It will be important to consult with affected councils about future limits and strategic directions for small towns in green wedges. There is merit in dealing with the issue of policy directions for small towns as part of the green wedge management plans, unless a municipality wishes to apply an urban growth boundary (UGB) at an earlier stage based on existing policy.

#### Priorities for implementation

In response to your comments we commit to:

- consulting with local councils about future limits and strategic directions for small towns in green wedges
- considering requests from local councils to apply a UGB around townships in the green wedges consistent with local strategies and *Melbourne 2030*

## Amended Ministerial Direction No 6 - Rural Residential Development

#### Your comments

Councils responding on this action show overall support, with suggestions including widening the Ministerial Direction to include the creation of lots up to eight hectares in size. EPA makes suggestions about performance guidelines for new dwellings, threshold distances from incompatible uses, and compatibility with adjoining uses. The City of Knox asks that local government be consulted on any changes proposed.

#### Our response

The implications extend across Victoria and are not limited to the metropolitan area. We anticipate that the Minister will consult widely on the proposed changes.

#### Priorities for implementation

In response to your comments we commit to:

- consulting widely with affected local councils
- working with local councils in reviewing and revising Ministerial Direction 6

## Process to control isolated rural development

#### Your comments

The Shire of Nillumbik suggests that the process to develop this task should not be restricted to DSE working with councils. Instead it should be undertaken as part of an holistic review, such as the Rural Zones Review. While supporting this action, one submitter indicates that it should also take into account 'inappropriately' located large holiday houses outside recognised townships.

The City of Kingston notes that while small townships within the South East green wedge do not lie within its municipality, it strongly believes that completing a green wedge structure plan will provide council with a greater opportunity to manage the existing and future residential development issues that arise in its non-urban area.

A number of submitters, including Environment Victoria, suggest the scope of work should also consider the use of tenement controls and the use of a Restructure Overlay.

### Our response

We anticipate that the green wedge management plan process will be one source of investigation that will lead to recommendations for better management of isolated lots.

The Rural Zones Review also addresses this issue, recommending the preparation of an issue and options paper related to 'tenement' controls.

An important matter for consideration as part of implementation will be to include further assessment of isolated lots in the green wedge management plan process (see Initiative 3.2.2). In the meantime, the Core Planning Provisions have been amended to prohibit the creation of additional small lots in rural areas.

#### Priorities for implementation

In response to your comments we commit to:

- including assessment of isolated lots in the green wedge management plan process

## Action 6 – Maintain access to productive natural resources and an adequate supply of well-located land for energy generation and infrastructure

### Your comments

Very few submitters make comment on this action, but comments are generally favourable.

Frankston City Council suggests including other important infrastructure as part of this group, such as sewerage works, regional landfill areas and airports.

The City of Kingston raises a number of resource implications for its non-urban area. It questions the continuation of sand extraction and asks that future structure planning in its area explore waste to energy uses.

### Our response

We recognise the importance of ensuring that all forms of community support infrastructure are provided for and protected, and will incorporate this in green wedge management plans.

## Appendix 1 – Green wedge attributes

### Your comments

A small number of submitters suggest additions in this area. They say green wedge values are not static and can be improved through landscaping and environmental improvements. They also suggest that the health benefits of green wedges – such as environmental health, recreation, a sense of belonging – should be clearly stated.

### Our response

The list of green wedge attributes aims to show the wide range of features apparent in green wedges. It is not exhaustive and can be built upon. We commit to refining it to more clearly represent the values of each wedge, as the green wedge management plans are developed.

It will be important during implementation to ensure that all features and values are recognised in management plans and through the development of more detailed planning policies.

## Appendix 2 – Overall purposes of green wedges

A small number of supporting submissions was made on this topic.



## Appendix 3 – Draft green wedge zones

### Your comments

The proposed green wedge and rural conservation zones have drawn extensive comment which is generally supportive. Detailed comment about the provisions is wide-ranging and includes:

- over-simplification of agricultural land uses
- the likelihood of more complaints about farming activities
- ability to conduct intensive animal husbandry
- lack of clarity about where zones will be applied
- support for removal of the opportunity to build a second house on a lot
- concern about the number of new restrictions or prohibitions of land uses
- concern that 40 hectares will be the overall minimum subdivision size
- requests to reintroduce 'tenement controls' to further limit housing
- breaking the nexus between subdivision and housing 'rights'
- better control of housing in fire-prone areas
- the need for better landscaping and screening of development
- retaining the existing Environmental Rural Zone and reintroducing an Environmental Residential Zone
- retaining the opportunity to excise lots in rural areas
- retaining the opportunity for refuse disposal and transfer stations
- deletion of the Rural Living Zone
- allowing golf course and other developments in conjunction with tourist development.

### Our response

As stated earlier, a major review of the proposed provisions of the two zones has been undertaken in conjunction with the outcomes of the Rural Zones Review.

It will be important to provide clarification on the process for their application.

#### Priorities for implementation

In response to your comments we commit to:

- providing clarification on the process for application of the new zones



# Draft Implementation Plan 6

## Integrated transport

### Level of comment on this policy

- very high

### Key messages in submissions

- strong support for improving public transport
- request for more actions (such as pricing) to reduce car use
- doubts about the ability to achieve the significant cultural shift needed to increase public transport, walking and cycling trips
- support for *Melbourne 2030's* recognition of the importance of freight and logistics
- strong interest in the forthcoming Freight and Logistics Strategy
- broad support for the goal of achieving 20 per cent of motorised trips on public transport by the year 2020
- broad support for the Metropolitan Road and Traffic Management Strategy
- concern over the large number of plans proposed in the draft Implementation Plan
- concern over a lack of specific actions, timeframes or funding commitments

### Priority projects

- DOI Corporate Plan
  - Metropolitan Road and Traffic Management Strategy
  - TravelSMART
  - Structure Planning Program for Activity Centres
  - Activity Centre Design Guidelines
  - Safe Walking and Cycling Routes to Schools
  - Growth Area Planning
  - Sustainable Neighbourhoods Project
  - Victorian Freight and Logistics Strategy
-

## Action 1 - Upgrade and develop the Principal Public Transport Network (PPTN) and improve local public transport services

### Improve frequency, operating hours, coverage, ticketing arrangements and coordination of services

#### Your comments

Proposals from submitters for matters to do with bus, train and tram planning are numerous. These include extensions to tram routes, rail line extensions and orbital rail line proposals. Submitters also want to see comprehensive intermodal connections and the necessary amenities at transfer points, cross-town rail and bus routes, improvements to the frequency of public transport with priority over car users, improved funding sources to enable new infrastructure to be built, improvement to public transport advertising and marketing. They also want to ensure that new road infrastructure incorporates public transport.

Some raise concerns that modal planning for buses, trains and trams could become a justification for continuing current practices rather than a plan of action to solve current and future problems.

Others say that for the public transport system to be successful, public transport needs to be noticeably lower in cost than private vehicle travel, noticeably quicker than private travel and easily accessible.

In relation to upgrading or additional public transport routes, the proposed PPTN orbital/cross-town routes receive strong support. Several believe that all larger activity centres should be accessible by rail.

The VLGA raises concerns that, at State Government level, resources do not exist to carry these plans through. It believes options for increasing transport funding should be investigated, including hypothecation of taxes and charges related to road use.

While supporting the *Melbourne 2030* initiatives, the UDIA suggests that there are too many aspirational goals to give confidence that they will be achieved.

The City of Kingston proposes that a cost model be developed to understand the true environmental, social and economic benefits to be derived from pursuing alternative transport modes. Kingston considers public transport

planning should address matters of cost, safety and convenience as key determinants in influencing the behavioural pattern of consumers.

The City of Frankston strongly supports the early introduction of public transport into developing areas.

The RACV criticises draft Implementation Plan 6 – ‘Integrated Transport’ for failing to recognise the backlog of transport needs in Melbourne. It says the plan contains little about resolving the competing demands for the use of existing infrastructure, in particular road space.

SOS believes that before implementing the array of transport initiatives proposed, it is essential to get an efficient, safe and clean public transport system up and running.

The Warrandyte Community Association notes that building highways increases pressure for development and decreases the use of public transport. They say more feeder public transport is needed to increase the use of existing services.

The City of Darebin is concerned about service coverage and frequency, noting that service provision has not kept up with changing retailing hours and that evening and weekend services need to be improved. It suggests that a frequency of better than 30 minutes is needed to encourage public transport use.

Several submitters raise concerns about current capacity constraints, and are worried about peak hour crowding on trams and trains. They say it will be difficult to increase public transport patronage when, without providing more rolling stock, it could be physically impossible to fit more passengers onto some of the services.

#### Our response

The implementation details of *Melbourne 2030* are being developed and evaluated as part of an integrated transport program. Proposals put forward by submitters are being considered in this program. Factors that will determine the final mix of actions, priorities and timing include:

- consistency with *Melbourne 2030*, particularly with land use objectives
- the technical feasibility of ways of catering for different travel demands, now and in the future
- the cost effectiveness of alternatives available to meet objectives
- economic, social equity and environmental (triple-bottom-line) impacts
- financial feasibility (cost and available budgets)

- integration with other government actions (such as health)
- community response and acceptance, including evaluation of prototypes.

DOI is evaluating and setting priorities for improvements to metropolitan bus, train and tram services consistent with the Government's 20/2020 vision – that by the year 2020, 20 per cent of motorised trips will be on public transport – and with *Melbourne 2030*. Improved service frequency, extended operating hours, changes to networks and better coordination are key considerations, as are financial/budgetary constraints and opportunities.

Bus-related issues include how to get the most out of bus services by identifying where new services are needed and how to improve existing services. In particular DOI is working on:

- performance targets for the bus industry
- further opportunities for cross-town bus services, similar to those being piloted as part of SmartBus
- the use of state-of-the-art technology to improve all aspects of bus operations
- improvements in the frequency and regularity of services
- possible extensions to bus routes
- more evening and weekday services
- better promotion of bus services to potential passengers.

For rail, the emphasis is on enhancement of the current network and services like:

- the development of freight services at Dynon and the Port of Melbourne and the interface with passenger train services
- the operation of regional fast rail services in the metropolitan area
- development of additional express services to and from outer Melbourne
- increasing the capacity of the network to carry more passengers in future, particularly around the central area
- development of hubs and nodes on the rail network, connecting to other transport services
- coordination of timetables across modes
- development of passenger facilities
- upgrading of trains and rail infrastructure.

For trams, priorities include:

- improving travel times and reliability
- increasing service frequency

- upgrading tram vehicles and passenger facilities
- investigating selective extensions of the network to new areas.

#### Priorities for implementation

In response to your comments we commit to:

- preparing an integrated transport plan with actions that apply to public transport, arterial roads and traffic management
- developing an integrated transit network

## Coordination of public transport plans

### Your comments

The need for better coordination of public transport planning is considered a major issue.

The City of Banyule suggests that an overarching strategic policy framework is needed for the modal plans; this should provide an analysis of options, set a clear vision and performance targets to ensure that the mode specific plans are strategically linked. The City of Glen Eira also states that planning for bus, tram and train should be integrated.

The Metropolitan Transport Forum submits that train, tram and bus planning need to be integrated at strategic and operational levels. Reviews are needed of routing, the balancing of express and local services, timetable integration, and coordination between modes.

CSIRO suggests that intermodal coordination might well be developed as a distinct theme, to include elements such as development of transport interchanges, enhancement of transmodal ticketing, review of public transport routes and timetables and the development of traveller information systems. CSIRO also notes that draft Implementation Plan 6 – 'Integrated transport' does not include initiatives for demand-responsive services such as taxis and para-transit.

### Our response

An integrated approach to improving services is now being developed. This work builds on planning and development of specific proposals for buses, trams and trains, walking, cycling, demand management including behavioural change programs, arterial road management and land use.

The Metropolitan Road and Traffic Management Strategy will address issues related to on-road efficiency and priority for public transport and commercial vehicles.

The main goal of current planning efforts is to inform medium-term budget priorities and develop a package to deliver coordinated and integrated transport services.

#### Priorities for implementation

In response to your comments we commit to:

- developing an integrated transport program
- allocation of resources

### Need for specific actions with timelines

#### Your comments

The timing and delivery of the transport initiatives is of concern to a number of submitters. The City of Yarra, for example, notes that many statements tend to be general. Yarra supports the initiatives but looks forward to the specific details. The City of Stonnington also says that further detail is needed to explain how these initiatives will be implemented and in what time frame.

The City of Manningham suggests that the delivery of (metropolitan) integrated transport planning must be closely linked with local integrated transport plans.

The Community Alliance of Port Phillip would prefer to see investment in improved public transport that is targeted rather than spread across the metropolitan area. Such an approach would enable models of successful change to be developed and refined, and would establish benchmarks to achieve targets.

The timing of public transport infrastructure provision and urban development is also a key issue. The City of Darebin raises concerns over the approval of development in Epping North before the rail extension is in place. It says the rail line is required so that residents will adopt travel patterns that include public transport.

#### Our response

Funding of all initiatives will be subject to whole-of-government budget processes and priorities. *Melbourne 2030* is not intended to short-circuit normal budget processes. The planning framework provided by *Melbourne 2030* helps determine priorities for investment that are consistent with overall metropolitan objectives. As such *Melbourne 2030* will play a central role in shaping future Government budgets.

Work is proceeding to further detail the priority actions and develop the business case for projects that are consistent with *Melbourne 2030*.

At a regional level, a program of integrated transport studies has been under way for

several years. These regional studies will typically provide a 20-year framework and shorter-term priorities for the determination of multi-modal and integrated investment priorities that are consistent with and support land use strategies. The studies assist local government, private investors and franchise operators in their decision making. Examples include the Outer Eastern Public Transport Study, Inner Western Integrated Transport Study (ITS) and North Eastern ITS.

#### Priorities for implementation

In response to your comments we commit to:

- developing further detail on the priority actions and developing business cases for projects that are consistent with *Melbourne 2030*

### Getting public transport close to people with a disability and the disadvantaged

#### Your comments

A small number of submitters raise the importance of public transport for people with a disability. Such people need public transport to be easily accessible within a convenient (short) distance.

The Disability Advisory Council of Victoria wants integrated transport planning to recognise the principles that:

- public transport must be accessible for everyone, including people with disabilities
- people with disabilities must be consulted and involved in public transport planning.

The VLGA suggests that draft Implementation Plan 6 – 'Integrated transport' fails to provide for the transport-disadvantaged and to acknowledge their transport needs.

The RACV submits that Government and public transport operators are responsible for providing the primary (and in many cases, sole) form of mobility for a significant portion of the community.

#### Our response

Victoria has a long-term action plan to work with transport operators to make public transport more accessible and available in accordance with the *Commonwealth Disability Discrimination Act 1992*.

We are planning, or have under way, a substantial number of new services, projects and facilities that improve the accessibility of trains, trams, buses and taxis for all members of the community. An Accessible Transport Unit in DOI provides policy and planning advice to the

Government, transport operators and the community on issues relating to public transport accessibility in Victoria. Also, the Public Transport Access Committee, consisting of representatives from disability support groups, provides guidance to the Government on the requirements of people with special needs.

A significant feature of the public transport improvements being considered for the coming years, in particular bus services, is increased coverage across Melbourne. The review includes an evaluation of the geographic coverage and hours of operation of services that are affordable and with improved access for all Melburnians to public transport.

Measures are also being evaluated to encourage and increase walking, in particular as an alternative to motorised transport for short trips. These include improved facilities for people with disabilities who wish to access public transport services or local activities.

We recognise the need for innovation in the provision of public transport services in areas where traditional route services are not feasible. Although this is primarily a problem in fringe, rural and regional areas, it also occurs in Melbourne's suburbs. Work is proposed to identify ways in which public transport, community transport and other forms of transport services can be designed to better service the needs of people in regional Victoria and some urban fringe areas.

#### **Priorities for implementation**

In response to your comments we commit to:

- preparing action plans that comply with the Commonwealth Disability Discrimination Act 1992
- continuing the Public Transport Access Committee

## **Action 2 - Encourage sustainable travel**

### **Can we achieve the necessary cultural shift?**

#### **Your comments**

A small number of submitters believe that because the community is culturally car-dependent it will be unable to make a modal shift to alternatives such as public transport, walking or cycling. Maroondah City Council submits that a considerable 'mind shift' will be needed to reduce the use of cars for short trips. Brighton Residents for Urban Protection states that because most residents do not walk or cycle

now they cannot be expected to do so in the future, and believes that transport options other than car travel will only attract people who do not have access to a car.

#### **Our response**

The community consultation undertaken for *Melbourne 2030* reveals broad support for a cultural shift towards sustainable travel behaviour and recognition of the significant economic, social and environmental benefits to be derived from pursuing such a shift. Quantitative research is being undertaken to ensure that the community will benefit from investments designed to achieve changes in travel behaviour. Evidence from Australia and overseas shows that there is often untapped potential for change towards more sustainable travel behaviour.

By initiatives such as TravelSMART – which is currently being trialled in Victoria – people are encouraged to make smarter use of private cars and to shift to healthier and more environmentally friendly modes of travel, where these are realistic and suitable options for specific trips. Evidence is emerging that in aggregate, significant mode share gains can be made for public transport, cycling and walking by encouraging individuals to make small, easy changes. Experience shows that people who make small changes that fit easily into their lifestyle are more likely to sustain these changes over time. These changes add up and ultimately provide significant environmental, health, and economic benefits across the community. The TravelSMART pilot studies will be evaluated in 2003-04.

In October 2003, the Government announced that it has committed over \$4 million to build additional bike paths and lanes this financial year.

#### **Priorities for implementation**

In response to your comments we commit to:

- conducting and evaluating the TravelSMART pilot studies
- undertaking quantitative research into community travel behaviour

## Car use – the need for stronger actions and disincentives

### Your comments

Many submitters indicate that to encourage the use of more sustainable travel modes, private car use will need to be restricted. Charging more for long-term parking in Principal and Major Activity Centres is suggested by some submitters as a means of making short-term parking easier while discouraging commuter parking.

Submitters, including the Australian Greens (Victoria), recommend more research into the use of pricing, parking and other policy instruments to encourage people to choose public transport and other more sustainable modes. Some submissions call for the use of price signals to discourage conventional car use in congested areas and to encourage the purchase of 'greener' cars with consequent benefits in advancing a 'green car' industry in Victoria. SGS Economics and Planning draws an analogy between the use of road congestion pricing to allocate road capacity and the application of user charges for water to conserve resources, and says government and the community need to be educated about the benefits of appropriate pricing, noting that any such charges would need to be applied with caution. To promote efficient road use, for instance, charges would need to be varied according to the time of day and traffic conditions rather than to be averaged.

### Our response

We expect that in the longer term our future demands for mobility will be managed most effectively through a combination of providing more sustainable travel choices, targeting investments in all transport modes and incentives to help people choose the most efficient form of transport for each trip. In other words, we need to combine service provision and behavioural influences. In the short term, the major focus of behavioural change will be on finding more and better ways of encouraging people to choose sustainable modes of travel.

There is considerable interest internationally in the role that road pricing could play in an integrated transport system. We acknowledge the responses of the submitters on the need to consider new approaches to pricing. We are reviewing overseas developments in transport pricing and considering their future relevance to Victoria in the National Context.

In the shorter term, the Metropolitan Road and Traffic Management Strategy is identifying ways to support *Melbourne 2030* objectives through the management of road space.

The review of metropolitan parking policies (see Action 6 below) will investigate the role that managing parking can play in supporting the *Melbourne 2030* objectives.

### Priorities for implementation

In response to your comments we commit to:

- monitoring overseas developments and fostering a cooperative Australia-wide approach to exploring options such as changes to pricing

## Better walking and cycling access to activity centres, schools and public transport

### Your comments

Some submitters identify the need for better integration of walking and cycling provision with public transport services as a way of facilitating better access to major destinations. The Cycling Promotion Fund and Bicycle Victoria see the creation of better walking and cycling access to stations as just as important as providing cycle parking at public transport interchanges. There is also a call for the provision and linkage of walking and cycling routes to activity centres and schools from groups such as Banyule City Council, Bicycle Victoria, the Cycling Promotion Fund, the Victorian Health Promotion Foundation and the Planning Institute of Australia (Victorian Division, Environmental Planning Group).

### Our response

Walking and cycling are important travel modes, each in its own right, and as ways of accessing public transport.

Work is under way to identify ways in which the role of walking can be increased to support access, environmental, health and community development objectives.

Since the responsibility for the provision of walking and cycling infrastructure is shared between Government agencies and local government, we are developing a collaborative approach to the provision of walking and cycle paths and routes that link with schools, rail stations and activity centres. DOI is leading the *Reducing the barriers to walking and cycling to schools project*, a Victorian Greenhouse Strategy initiative being carried out with VicRoads and the Department of Education and Training.



The strategic rollout of the Principal Bicycle Network (PBN) and its integration with local bicycle planning will be addressed in future cycling planning.

#### **Priorities for implementation**

In response to your comments we commit to:

- identifying ways in which the role of walking (and cycling) can be increased to support transport, environmental, health and community development objectives.

### **The need to accelerate completion of the Principal Bicycle Network**

#### **Your comments**

While there is general support for the completion of the PBN, submitters express concern about *Melbourne 2030's* level of commitment to the continued development of this facility (resources permitting, as outlined in Initiative 8.7.1). Bicycle Victoria, the City of Yarra, Manningham City Council and the Australian Greens (Victoria) raise doubts about the current funding arrangements and their ability to deliver this objective. Submitters call for more funding to achieve the completion of the cycling network otherwise, they believe, its potential will not be achieved for many years. Bicycle Victoria and the City of Yarra seek a commitment to accelerate the completion of the network.

#### **Our response**

The Government has announced an allocation of \$8 million to accelerate rollout of the PBN in the 2003-04 State Budget. Future allocations will be considered in the context of whole-of-government priorities.

### **Targets are needed for all travel modes, including walking and cycling**

#### **Your comments**

Some submitters want travel targets to be established for all modes. The City of Yarra says separate mode share targets are needed for walking and cycling.

#### **Our response**

For most travel modes there are practical difficulties in measuring the base level and monitoring progress towards targets. While we plan to increase the mode share of sustainable modes, at this time we do not believe it is an effective use of resources to collect the data

necessary to establish and monitor targets for walking and cycling.

#### **Priorities for implementation**

In response to your comments we commit to:

- exploring meaningful ways of monitoring mode shares for all modes

### **The development of Transit Cities**

#### **Your comments**

Transit Cities attract a small number of submissions (see also the submissions and response to draft Implementation Plan 4 – 'Activity Centres', Action 4). The need to recognise VicRoads as an agency involved in supporting Transit Cities is raised. Manningham City Council also seeks to have Doncaster Hill nominated as a Transit City.

#### **Our response**

Transit Cities implementation processes are being established and development plans are being prepared for each of the centres as resources allow. VicRoads is involved in the development of transport access to and within each Transit City (see draft Implementation Plan 4 – 'Activity Centres').

#### **Priorities for implementation**

In response to your comments we commit to:

- recognising the importance of road access by different modes to Transit Cities

## Action 3 - Provide for the transport needs of growth areas

### How can public transport choice be provided?

#### Your comments

Most submitters indicate positive support for improving transport choice, particularly if it leads to improved and timely provision of public transport services in growth areas. Some suggest that attention should also be given to the 'backlog' of services and infrastructure required in areas that were developed recently without the benefit of an integrated approach to transport provision. The CSIRO wants to see coordination of transport and land-use planning between growth areas and existing areas. The MBAV supports higher densities being planned in or close to areas such as commercial centres and public transport nodes. Some local councils, such as Hume and Casey, ask for greater recognition in *Melbourne 2030* of past commitments to transport infrastructure in their growth areas.

Initiative 8.4.3, to explore the use of development contributions to help fund planned transport infrastructure, draws much comment, and a request for guidelines on how this might occur. The PCA suggests basing the charge on an approach similar to Melbourne Water's drainage scheme calculations. The HIA does not support the initiative if it is to be the sole method of funding. The City of Casey submits that the Government should collect development contributions to help pay for the Cranbourne rail line improvements and extensions. The principles of access and equity are mentioned as essential considerations by another submitter, who also indicates that the impact on affordability needs careful management. Another submitter comments that more attention should be paid to land taxation measures to better align benefits with the outcomes of travel demand measures. Environment Victoria supports amending the VPPs to require development contributions for public transport infrastructure and services. The VLGA suggests that the contributions also pay for 'non-physical' elements such as travel behaviour programs.

A few submitters comment on Initiative 8.3.2 on developing and applying performance criteria and standards for subdivision and new development. One believes that best practice requires inclusion of environmental design and construction guidelines that aim to reduce the environmental impacts of transport, particularly noise.

#### Our response

The growth area planning process set out in *Melbourne 2030* and draft Implementation Plan 2 - 'Growth areas' includes the development of integrated transport plans. Past commitments will be considered, as will the need to provide for an integrated land use and transport outcome that meets future needs and the directions and policies of *Melbourne 2030*.

Guidelines for the design of subdivisions and new developments (through the Sustainable Neighbourhoods Project) are to be developed by DSE and DOI in 2003-04. These will incorporate the *Melbourne 2030* Neighbourhood Principles, and will give greater recognition to public transport. The project will provide advice to developers, local councils and government agencies on the design requirements of new subdivisions. Issues raised by submitters will be considered in this project.

The Metropolitan Road and Traffic Management Strategy will address the delivery of road infrastructure in areas that have recently developed as well as in the outer metropolitan growth areas.

#### Priorities for implementation

In response to your comments we commit to:

- exploring ways to provide financially viable transport choice, especially in growth areas

### Timely provision of public transport services

#### Your comments

There is strong support for this from most submitters. Most feel public transport must be provided early in the development of an area so that new residents do not need a second car. Some suggest providing new guidelines that set minimum service provisions in new developments. Others raise the issue of ensuring good road connections for public transport operations. However, the HIA believes new development shouldn't be 'stifled' while waiting for public transport to be provided.

#### Our response

Coordination of the sequencing of development with transport services, including roads and public transport services, is vital to ensure that infrastructure investments are used efficiently and that communities have adequate services. Efforts will be made to ensure that approved development is not delayed. The 'Smart Growth' planning which will be undertaken for each of the growth areas will include the development of sequencing plans for the growth areas to maximise the benefits from rail and road investments. However, the rate at which

services can be delivered will be influenced by the relative priority of the projects and the level of funds available.

See also submissions on Policy 2.2, 2.3 and 6.3 and draft Implementation Plan 2 – ‘Growth areas’.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that public transport services are included in the planning of new growth areas and that sustainable transport options are provided where feasible

## **Action 4 - Provide for freight and commercial transport**

### **Planning for growth in freight**

#### **Your comments**

A number of submitters, local government in particular, are concerned at the impact on their communities of the growth in freight on roads. They stress the need for planning to ensure that local and arterial road use and congestion is properly managed. In this respect they support the increasing use of rail to handle freight.

Other submitters stress the importance of proper land use planning and buffering to ensure that the Port of Melbourne, intermodal terminals and key road and rail corridors can function effectively.

Several want more attention paid to road freight and commercial vehicles. Moonee Valley City Council recognises the challenges posed by growth in road freight, including non-bulk freight and the light commercial vehicles that contribute to traffic congestion and associated undesirable impacts. Others like Maroondah City Council believe freight and commercial vehicles should be given priority on the arterial road network to avoid delays, improve safety and discourage the use of local roads.

#### **Our response**

A key rationale for the 20/2020 target is to minimise delays to road-based freight and other commercial traffic by containing both the private vehicle contribution to growth in road congestion and the spread in peak hours. The arterial road network set out in *Melbourne 2030* provides the strategic links to provide for major freight movements. Managing the growth in the freight task is recognised as a significant issue in the Metropolitan Road and Traffic Management Strategy, which will identify ways to improve freight efficiency on key arterial roads, while recognising the needs of other users of these roads.

The Victorian Freight and Logistics Strategy will help make Victoria's freight and logistics sector more competitive. The primary objective of this strategy is to improve and sustain the performance of the Victorian freight and logistics industry for the benefit of service providers, purchasers, suppliers, producers and the whole community.

Local government has a key role in planning for future freight growth and in developing appropriate land-use schemes to protect important freight places. DOI will work with local government to identify and protect areas for freight operations.

Regional integrated transport studies under way, such as those in Melbourne's inner west and north east, provide an opportunity for State and local government to work together in planning for the freight task.

#### **Priorities for implementation**

In response to your comments we commit to:

- improving freight efficiency on key arterial roads, while recognising the needs of other users of these roads
- working with local government to identify and protect areas for freight operations

## **Support for increasing rail's share of freight**

#### **Your comments**

There is widespread support from local councils and environmental groups for increasing the share of freight carried by rail. Industry groups also support this objective, but note significant deficiencies in the existing rail infrastructure, access and pricing arrangements.

Some submitters identify the importance of intermodal terminals in the Victorian transport network.

#### **Our response**

Rail is expected to play an increasing role in freight movement, particularly for containers to and from the port. However, the demand patterns for most goods and materials in Melbourne mean that the vast majority of freight for the urban area will remain on the roads. Within this reality, actions are being taken to maximise the role of rail.

On-dock rail was restored to the P&O Ports terminal in February 2003. Melbourne Port@L aims to maximise the potential of the Port of Melbourne/Dynon precinct through a combination of initiatives aimed at better integration and connections.

These include:

- upgrading on-dock rail capacity and developing the capacity of rail to service the precinct on the Tottenham/inner west rail corridor
- improved information and technology
- improving access for internal transfer vehicles
- extending Swanson Dock.

Plans are being considered to connect the port precinct by rail to intermodal terminals at strategic outer metropolitan locations.

Satellite intermodal terminals are integral to achieving the Government's stated objective of 30 per cent rail mode share through the Port. DOI is developing an intermodal policy that details the Government's role and strategy for inland intermodal ports. A number of 'inland port' projects are proceeding, with Government support for private sector proponents at locations like Wodonga, Ballarat and Merbein.

Potential intermodal sites have been identified as part of *Melbourne 2030*. These sites could be developed by the private sector and will allow freight to be transferred from road to rail.

#### **Priorities for implementation**

In response to your comments we commit to:

- Melbourne Port@L (integration and connections initiatives)
- Investigating inland intermodal sites

## **Action 5 - Improve transport links to regional Victoria**

**Complete the fast rail projects, reopen country rail lines and complete high-standard road links to provincial cities**

#### **Your comments**

The potential for conflict between regional and metropolitan rail line objectives is a source of some concern. Submitters wonder whether the fast regional trains from Geelong, Ballarat, Bendigo and Traralgon will be 'tripped up' within the suburban area given its lack of track capacity, old signalling systems and restrictive train speeds. The City of Bendigo notes that improvement to the rail section between Sydenham and Spencer Street will be an important part of the Regional Fast Rail project.

Environment Victoria suggests that fast rail and other country services need to be fully integrated. Current regional and local bus services also require full integration with Fast Rail services.

Other submitters suggest priority should be given to improving the rail link between Geelong and Melbourne instead of widening the road.

#### **Our response**

Integrating the demands of rail freight and passenger services is a key objective of developing an effective State public transport system.

The Regional Fast Rail project will provide faster and better rail links between Melbourne and Ballarat, Bendigo, Geelong and the Latrobe Valley. Infrastructure contracts worth almost \$500 million were signed in mid-2002, and work started on all four lines in October 2002.

On the Calder Highway, the Carlsruhe section was opened eight months early, in April 2003.

The reintroduction of country passenger rail services to Ararat, Bairnsdale, Mildura and South Gippsland will improve access and mobility throughout Victoria for more than 200,000 regional Victorians, while also promoting regional development and tourism. In January 2003 DOI let a contract for \$20 million for railway infrastructure works on the Ararat and Bairnsdale lines, the first two to be re-opened, and construction began in March 2003. Services to Mildura will return by late 2004.

Detailed planning is under way for the metropolitan rail system to ensure that the multiple users of the system will be accommodated, and to identify priorities for implementation.

#### **Priorities for implementation**

In response to your comments we commit to:

- completing the road and rail improvements already begun

## **Improved public transport coverage for parts of regional Victoria**

#### **Your comments**

The inclusion of non-metropolitan areas into the transport planning process for metropolitan Melbourne is welcomed in a number of submissions. The Shire of Bass Coast supports the need for an integrated transport strategy that provides a framework for the whole state, and recommends strengthening the transport planning relationship between metropolitan and rural areas.

Other issues raised include improved ticketing arrangements for regional towns, support for the rail standardisation project and reopening country rail services.

The City of Greater Shepparton says existing infrastructure in its area is already operating beyond capacity, and that the demand for improved infrastructure in Shepparton highlights the need for improved links to regional Victoria. But other submitters show concern over diversion of resources from the metropolitan area. The City of Manningham asks DOI to develop and provide clear criteria for the reopening of rail lines so that community resources are not diverted from metropolitan issues.

### Our response

Travel solutions will continue to be developed for rural and regional Victorians. Solutions for regional Victoria are more appropriately addressed through regional processes than in a metropolitan plan. Regional transport services are being reviewed with regional communities on a region-by-region basis. Integrated transport plans have been developed for Geelong and the Latrobe Valley, and others will follow.

The 27 new bus initiatives in rural and regional Victoria for 2003-03 were successfully implemented. The new services are located in cities and towns including Warrnambool, Wodonga, Traralgon, Mildura, Shepparton, Yarram, Echuca, Wangaratta, Bairnsdale, Ballarat, Bendigo and Benalla.

In 2002-03 the Government also spent \$31.6 million on country and urban bus services, and \$9.5 million on the long-distance country bus services that are operated under marketing arrangements with V/Line.

#### Priorities for implementation

In response to your comments we commit to:

- continuing to implement improvements to public transport – including country and town bus services – in regional Victoria

## Action 6 - Ensure integrated planning for metropolitan transport

### Are there too many plans?

#### Your comments

A perceived lack of integration of transport planning and management attracts comment, with concern about the number of different strategies, plans and studies referred to in the draft Implementation Plan 6 – 'Integrated transport'. A range of stakeholders expect that one integrated transport plan should be prepared for the whole of Melbourne. Among them are the City of Melbourne, Moreland City Council, the HIA and the Australian Greens (Victoria).

Several local councils are concerned about how principles outlined in the draft Implementation Plan will be implemented at local level, particularly without clear direction on specific initiatives. Local government and other stakeholders are also concerned about the need for involvement and consultation with local government on the development and implementation of transport plans.

#### Our response

Individual transport planning initiatives are being brought together. DOI, VicRoads and DSE in consultation with local government and other relevant agencies will continue to foster integration of transport and land-use planning in the planning that is under way.

DOI will coordinate its program development processes to ensure that proper interaction occurs and a clear focus on priorities is provided (see Action 1 above).

Local government has an important role to play in implementing public transport and road network planning, and is already participating in this role. Regional integrated transport strategies that are being developed for parts of Melbourne involve councils and community.

The Government and local government representatives are working together to increase local government's understanding of and involvement in integrated transport and land-use planning.

### Priorities for implementation

In response to your comments we commit to:

- combining the separate draft plans into an integrated transport program
- continuing to work with local government to promote understanding and implementation of transport and land-use planning matters

## How will the 20/2020 target be achieved?

### Your comments

Many submitters support the target to increase public transport mode share to 20 per cent by the year 2020. But a number ask how this target will be achieved, given the lack of information provided on implementation. Issues raised include:

- concern that there are no funding commitments for implementation of 20/2020
- the need to support land-use changes to increase public transport use, and the associated need to support walking and cycling
- the significant change in behaviour required to achieve the target and concern as to how this may be achieved, particularly as pricing mechanisms are not discussed
- the need for practical performance targets that also recognise the importance of walking and cycling (the VLGA is one of several groups to raise this concern)
- concern about the ongoing important role of the car – the RACV feels *Melbourne 2030* gives inadequate consideration to the way cars meet personal and business travel needs, particularly in outer suburbs, while VCOSS notes that there should be more acknowledgement of the many Melburnians who do not own a car or cannot drive
- the need for consultation on the development and implementation of the plan.

The CSIRO is one of a number of organisations to raise the need for alternative funding sources – such as congestion pricing – as a way of funding public transport and reducing car use. Environment Victoria notes that *Melbourne 2030* does not explicitly address the role of pricing in affecting transport demand and encouraging mode shift.

### Our response

20/2020 provides a focus for the direction that we need to develop a more sustainable transport system. It envisages increasing the role of public transport, walking and cycling, at the same time as introducing measures to moderate demand for motorised travel while recognising that private cars will continue to be used for 80 per cent of motorised trips. Issues to be addressed when developing the more detailed implementation actions include:

- consistency with *Melbourne 2030*, particularly with land-use objectives
- the technical feasibility of various ways of catering for different travel demands, now and in future
- the cost-effectiveness of alternatives available to meet objectives
- economic, social equity and environmental (triple-bottom-line) impacts
- financial feasibility (cost and available budgets)
- integration with other government actions (such as health)
- community response and acceptance, including evaluation of prototypes.

Increasing the mode share of public transport, and other transport objectives such as improved freight efficiency, will be dependent on year-to-year budget allocations determined within whole-of-government priorities.

New funding sources and behavioural measures – including changes to travel pricing – may need to be considered in the longer term if the community considers a slower rate of change (using available resource levels) to be unacceptable. Any new measures will be carefully analysed and subjected to extensive community debate before being considered for Melbourne.

The potential role of parking policy in achieving the 20/2020 target is discussed below.

### Priorities for implementation

In response to your comments we commit to:

- seeking implementation of the programs necessary to achieve 20/2020 through the budget process
- devising integrated transit and road programs

## How will priorities be determined?

### Your comments

Several submitters believe that priority for road infrastructure developments and upgrades should consider future metropolitan economic development, access, amenity and congestion.

### Our response

Future road and public transport investment programs will provide strong support to *Melbourne 2030* policy directions. Funding for potential projects will be subject to triple-bottom-line assessment and will be prioritised with reference to *Melbourne 2030's* Directions. Criteria will include improved safety performance, support for public transport, support for freight movement, equitable access to facilities, services and employment, and environmental objectives.

The Metropolitan Road and Traffic Management Strategy will provide a framework for the management of Melbourne's major roads in ways which support *Melbourne 2030's* Principles and Directions.

#### Priorities for implementation

In response to your comments we commit to:

- applying consistent, triple-bottom-line evaluation to projects for all modes
- developing integrated road and transit proposals and allocating resources

## The approach to parking may need to change

### Your comments

The need to review car parking policy is highlighted by several submitters, but with some caution on using parking as a policy tool. The PCA warns that variation in parking rates to pursue mode use targets could have unintended outcomes. SGS Pty Ltd warns that using parking fees as an alternative to congestion pricing could be problematic, causing difficulties with private parking. Manningham City Council thinks blanket regulation that is insensitive to local needs would be inappropriate. Others, like the VLGA, acknowledge the need for parking constraint and/or pricing but note that success will depend on community support and improved public transport infrastructure capacity.

Several submitters identify issues that should be covered by the review, including application of standards to Government agencies, use of parking precinct plans, and the need for a strategic framework across all municipal councils.

The City of Melbourne suggests that recognition and support should be given to the parking limitation policies that exist in the Melbourne Transport Strategy (1997) and in the Melbourne Planning Scheme. The City of Melbourne further suggests that the existing policy objective of maximising access to meet the needs of shoppers and short term visitors and encouraging commuters to use public transport is still valid, and that any review should focus on effective implementation mechanisms rather than the policy basis/objectives.

### Our response

Draft Implementation Plan 6 - 'Integrated transport' identifies six areas of parking policy for review. Work has started on the review of arterial road parking.

#### Priorities for implementation

In response to your comments we commit to:

- comprehensively evaluating any change options, and consulting widely on any proposals





# Advisory Note - Implementation in the Planning System

Level of comment on this advisory note

- medium

Key messages in submissions

- submissions are generally supportive
- 

## Ministerial Direction No 9 – Metropolitan Strategy and Ministerial Direction 10 – Urban Growth Boundary

### Your comments

The submissions about these Directions are all supportive. Maroondah and Mornington Peninsula councils suggest that the procedures could be simplified. Maroondah also suggests that exemptions from the requirements should be allowed, subject to specified criteria. VPELA suggests that Ministerial Direction 10 should be reviewed every three years with the Municipal Strategic Statement (MSS) review.

### Our response

Generally the Directions are working successfully, so there is no pressing need for change.

## Draft Clause 12 – proposed inclusion of *Melbourne 2030* into the State Planning Policy Framework of planning schemes

### Your comments

All submitters generally support the inclusion of *Melbourne 2030* into the State Planning Policy Framework (SPPF) and the draft Clause 12. Many submissions suggest refinements or additions to the draft, or ask that comments they had made about the content of specific policies be reflected in revisions to Clause 12.

Some submitters comment on the different structure of Clause 12 compared to the rest of the SPPF, and suggest it should have the same

format using 'objectives' and 'implementation measures'. Banyule and Moreland councils are among those who say that because there should be no inconsistency between any policies in the SPPF, provisions giving primacy to Clause 12 in the metropolitan area are unnecessary. Richmond RAID and the City of Port Phillip maintain there should be a provision requiring that equal weight be given to all policies. A number of submitters suggest more use of graphic material (such as the activity centres list and the Principal Public Transport Network map) to clarify issues where relevant.

Apart from submissions seeking that comments made about policies be reflected in Clause 12, there are a number of suggestions for specific additions. The SEAV suggests *Melbourne 2030* be used as a model for integrating environmentally sustainable development into strategic planning. Melbourne Water proposes strengthening Policy 2.4 by adding reference to protection of water storages, treatment plants and odour buffers. The Department of Human Services generally supports the draft and proposes some additions that reflect health issues. Lend Lease seeks a new 'stand alone' retail development policy and guidelines separate from Clause 12, but supports the out-of-centre policy position in *Melbourne 2030*. The Merri Creek Management Committee seeks more recognition of waterways in terms of their significant environmental and landscape values. The Retirement Villages Association suggests that Clause 12 be modified to include directions and policies with specific relevance to the housing and lifestyle needs of people aged over 55, particularly in relation to the provision of retirement village accommodation.

The PCA suggests a requirement that MSSs in planning schemes be updated immediately to reflect *Melbourne 2030*. The Macedon Ranges Residents Association wants more clarity about how Clause 12 applies to areas outside the metropolitan area.

### Our response

The draft Clause 12 will be reviewed taking into account submissions that were made before inclusion in the Victoria Planning Provisions and planning schemes. This will include clarifications and simplifications where appropriate – there have been a number of suggestions for this. Greater use of illustrative material is also likely to be possible when the review is finalised. In the meantime, the Activity Centres and Principal Public Transport Network Plan will be updated to reflect changes following submissions and will be released as an addendum to *Melbourne 2030*.

We recognise the issue of a format that differs from the rest of the SPPF, however this was dictated by the way in which *Melbourne 2030* was structured and would be difficult to change now without going through a process to endorse a new set of 'objectives' for each policy.

All of *Melbourne 2030*'s policies have equal weight. However, comments about equal weight and consistency for all policies do not recognise the fundamental way in which policy works, and the need to strike an appropriate balance on a case-by-case basis.

Therefore, only evolutionary changes are required.

### Priorities for implementation

In response to your comments we commit to:

- reviewing draft Clause 12 for clarity and simplification where appropriate before including it in the Victoria Planning Provisions and planning schemes

## Part 2

# Implementing the policies of *Melbourne 2030*



# The basis for *Melbourne 2030*

## Level of comment on this section

- medium

## Key messages in submissions

- general support for consultation undertaken in development of *Melbourne 2030*
  - the desirability of ongoing independent monitoring and review of population projections and the extent of growth for metropolitan Melbourne
  - the importance of taking a long-term view in planning for Melbourne's future
- 

## How much consultation should be undertaken to develop *Melbourne 2030*?

### Your comments

*Melbourne 2030* was developed after three years of in-depth research, analysis and consultation. Thousands of interested Victorians expressed their views through public forums, small group workshops and direct submissions.

Most submitters applaud the Government for undertaking wide consultation and demonstrating a willingness to listen to diverse and differing views. For example, the PIA congratulates the Government on undertaking 'a consultative and well-resourced process'. Submitters also generally acknowledge the significant difficulty of trying to balance a wide agenda of interests and commitments.

However, some suggest that the process undertaken to develop *Melbourne 2030* could have been more open. In particular, submitters are concerned that landholders had no opportunity for input in relation to the urban growth boundary before the release of *Melbourne 2030*. It is suggested that any planning scheme amendments associated with *Melbourne 2030* should be subject to an independent panel process. A few submitters, including Richmond Residents Against Inappropriate Development Inc (RAID), are also concerned that *Melbourne 2030* has been released as a 'seriously entertained' policy when there was no opportunity to consider the form of the document before its release.

In general, submitters indicate significant interest in the process that will be undertaken following the close of submissions. There is strong support for the Government to get on with the implementation of *Melbourne 2030*.

### Our response

Throughout the development of *Melbourne 2030*, the Government has undertaken extensive consultation with the community. Public forums, workshops and other meetings have provided opportunities for thousands of Victorians to be involved. The Government has also convened expert reference groups and held regular meetings and briefings with stakeholders and peak bodies. This consultation has played an important role in shaping *Melbourne 2030*. For example, the change of focus from 20 years to 30 years is a direct response to feedback from the community and local government.

It should be noted that the introduction of the urban growth boundary (UGB) with the release of *Melbourne 2030* was undertaken on the basis that landholders would be given the opportunity to make submissions on the configuration of the UGB as part of the submission process.

With regard to *Melbourne 2030's* release as 'a seriously entertained strategic plan and policy statement', the Minister for Planning announced the intention to release it as a clear statement of the Government's policy in June 2002. This decision was in response to community and stakeholder calls for leadership in relation to Melbourne's future development.

For further detail, refer to 'Status of *Melbourne 2030* in the planning system in 'The scope of *Melbourne 2030*'?

### Priorities for implementation

In response to your comments we commit to:

- ongoing consultation with stakeholders on matters to do with implementation of *Melbourne 2030*

## Can we have more detail about planning for population growth and demographic change?

### Your comments

Some submitters question the assumptions behind the population and household projections within *Melbourne 2030*. They suggest that current trends in relation to population growth may change in the future, such as the ageing population and the move towards inner city and apartment living. Others suggest that *Melbourne 2030* should acknowledge demographic trends such as young people staying longer in their family homes, and city dwellers moving to coastal and country regions. Others want more discussion of the makeup of Melbourne's future population and associated housing requirements.

A number of submitters, including the Defenders of the South East green wedge, emphasise that *Melbourne 2030* should not be used as a vehicle to promote population growth. Some do not agree with the State Government's support for population growth.

Some submitters believe that if we are to create a sustainable society then first we will need to determine an optimum population level based on a thorough consideration of natural and physical limitations. Some also suggest that the public needs to be better informed of the choices and consequences relating to population growth, and to be provided with a forum to debate the issues, with a few advocating the restriction of population growth as far as possible until a population summit is held. SOS suggests that *Melbourne 2030* should include a range of population scenarios.

Some think population growth projections may have been underestimated, while others think quite the opposite. The HIA submits that the likely increase in households by 2030 is 710,000 rather than the stated 620,000. Similarly, the Town and Country Planning Association of Victoria (TCPA) feels that *Melbourne 2030* should address the risk of population levels exceeding projected levels. The HIA maintains that an increase in households is not a sound measure of the total number of dwellings required as the number of households relates to the number of occupied dwellings, and that changes in household numbers do not take account of demolitions or of the increase in vacant dwellings, mainly holiday homes.

Sustainable Population Australia (Victorian Branch) is among a number who believe the projected population growth for Melbourne is unsustainable and that it will lead to negative economic, social and environmental problems that will make Melbourne less liveable. In

particular, submitters are worried that the projected population growth will lead to an increase in traffic congestion, loss of valuable agricultural land and environmentally significant areas, reduction in housing affordability, increased pollution, impacts on endangered species, pressure on infrastructure, deterioration of water supply and quality, reduction in green space and an increase in Melbourne's ecological footprint.

A number of submitters, including SOS, want the Government to encourage growth in Victoria's regional cities and towns, rather than increasing the population within metropolitan Melbourne. It is suggested that rural and regional areas need to be improved and supported so that people can find work there. There is particular concern about the environmental impact of population growth on coastal regions, making decentralisation away from the coastal fringe a high priority for some.

### Our response

*Melbourne 2030* focuses on strategically managing and planning for projected population growth. It is not a vehicle for promoting population growth.

In relation to the call to establish an optimum population level, it should be noted that three national population inquiries since 1975 have concluded that it is not possible to define an optimum population.

When the population projections in *Melbourne 2030* were developed we considered the range of 24 ABS projections available at the time. These were based on different assumptions about future levels of overseas and interstate migration and different assumptions about future fertility rates. We selected the ABS 'Series R' as it was the one closest to Victoria's recent experience. These projections assume low fertility rates, medium levels of overseas migration and low levels of internal migration and are outlined within *Melbourne 2030* (see page 14). Levels of interstate and overseas migration have consistently increased over the last five to 10 years. DSE is currently revising population and household forecasts based on 2001 census data and updated estimates of populations – these will be available shortly. Should recent demographic conditions and household formation trends persist, it is likely that there would be more households across metropolitan Melbourne between now and 2031 than the number identified in *Melbourne 2030*.

Some submitters feel demographic trends may change. Policy 9.3 commits to regular review of *Melbourne 2030* and assessment against new or emerging trends. Trends such as young people remaining at home for longer, and the trend towards city dwellers moving to coastal and country regions, are taken into account as part

of household and population projections. We recognise the need to ensure that the assumptions behind projections are clearly communicated to stakeholders.

*Melbourne 2030* recognises the potential for the rate of population growth to change and the resultant consequences. We will continue to monitor the population growth rate and its drivers and as in the past, updated projections for local government areas based on the latest information will be made available after evaluation of census data.

It should also be noted that *Melbourne 2030* does not seek to equate projected increases in households with the number of dwellings that will be built. Instead it focuses on how the projected increase in households can be accommodated across the metropolitan region. (For discussion of proposed household distributions, see Policy 1.3 in this report).

*Melbourne 2030* recognises that population growth poses social, economic and environmental challenges. However, it is important to realise that having a clear strategy to cope with these challenges, such as *Melbourne 2030*, will enable better management of the challenges.

We recognise the need for dialogue and discussion around these issues. It is recommended that comprehensive advice on population growth and change be provided through the Regional Housing Working Groups (RHWGs) around topics such as drivers of population growth, changing age structures and the prospects for future change; population distributions; and household formation trends and their implications for the housing market.

The Government's new monitoring program - the Urban Development Program (UDP) - will monitor land supply across the greater Melbourne area. We will publish information about the UDP each year. Its aims are:

- to avoid residential land shortages and associated decline in housing affordability
- to avoid industrial land shortages and associated loss of business attractiveness and competitiveness
- to identify major infrastructure requirements for residential and industrial development for metropolitan Melbourne. It will involve a range of key stakeholders, including servicing authorities.

The need to plan for and support the major regional cities and key towns close to Melbourne as viable alternative locations to metropolitan Melbourne in which to live, work, run businesses and relax is addressed in Policy 3.1 in *Melbourne 2030*, and in Policy 3.1 in this report. In addition, the Government is currently undertaking regional strategic projects such as the Great Ocean Road Regional Strategy and the Ballarat and Bendigo Regional Action Plans. The City of Greater Geelong and regional stakeholders have also initiated their own regional planning process which is being supported with government financial assistance.

The Government has also set a target of an annual population growth rate of 1.25 per cent in regional Victoria by 2006 and a regional population growth of around 1.75 million by 2025.

#### **Priorities for implementation**

In response to your comments we commit to:

- revising population and household forecasts based on 2001 census data
- regularly monitoring and reviewing demographic forecasts in line with emerging trends
- providing comprehensive advice in relation to drivers of population growth, changing age structures and the prospects for future change, population distributions, and household formation trends and their implications for the housing market
- retaining Melbourne's attractiveness and competitiveness as a place to live and work
- supporting population growth in Victoria's regional areas

We are giving immediate priority to:

- Regional Housing Working Groups
- Urban Development Program
- Structure Planning Program for Activity Centres
- Ballarat and Bendigo Regional Action Plans

## Should we plan further ahead than 30 years?

### Your comments

Submitters, including the Habitat Trust, emphasise the importance of taking a long-term view in planning for Melbourne's future. A few even suggest that *Melbourne 2030* should be looking beyond a 30-year horizon to the next 80 or 100 years.

### Our response

We believe that the 30-year horizon provides a sufficiently long-term view for planning future development. *Melbourne 2030* will be reviewed at least once every five years and will be assessed against new and emerging trends to ensure that it remains a dynamic and responsive document.

#### Priorities for implementation

In response to your comments we commit to:

- ensuring that *Melbourne 2030* is reviewed at least every five years against new and emerging trends to ensure that it remains a dynamic and responsive document

## Is Melbourne's national and international role given due consideration?

### Your comments

SGS Economics & Planning Pty Ltd suggests that *Melbourne 2030* should more clearly recognise Melbourne's role in an international and national context, articulating how this translates into its land use and infrastructure directions. Similarly, the Habitat Trust suggests that *Melbourne 2030* should recognise Melbourne's context within the socio-economic hinterland region of south-east Australia (Victoria, Tasmania, South Australia and southern New South Wales).

### Our response

Direction 4 focuses on Melbourne's role in an international and national context and outlines how land use and infrastructure will be planned to ensure that Victoria retains a strong and innovative economy. For example, *Melbourne 2030* seeks to integrate land-use and transport infrastructure planning and delivery in key transport corridors to ensure high-quality access to ports and airports, and efficient movement of freight and people. *Melbourne 2030* also seeks to protect opportunities for internationally competitive industry clusters seeking large landholdings, and for major logistics industries that need ready access to road and rail networks, airports and seaports. *Melbourne 2030* also includes a commitment to expanding logistics and communications infrastructure, including broadband telecommunications services.



# The scope of *Melbourne 2030*

## Level of comment on this section

- low

## Key messages in submissions

- *Melbourne 2030* should have a broad scope
  - the need for clarity on the status of *Melbourne 2030* within the planning system
- 

## Should the geographic scope of *Melbourne 2030* be extended?

### Your comments

Some submitters feel that *Melbourne 2030* should extend over a larger area. One suggests that its scope should be expressed in terms of 'Greater Melbourne' rather than in terms of the Melbourne Statistical District and should include the whole of Port Phillip Bay, while another suggests Geelong should be seen as part of Melbourne. Moorabool Shire Council asks that the definition of the metropolitan area of Melbourne be amended to include the eastern part of Moorabool Shire, with the Directions of *Melbourne 2030* applied to Moorabool.

The City of Greater Bendigo is among a few making the point that *Melbourne 2030* should provide greater recognition of the contribution made to Melbourne by the 'non-metro' area.

A small number, including the Victorian Local Governance Association (VLGA), flag the need for an integrated Victorian Strategy to pull together the implications of *Melbourne 2030* for regions and rural shires.

### Our response

In its development, *Melbourne 2030* has taken into account a number of geographic scales. It recognises the impacts of urban development and the issues that need to be managed within the combined catchment of Western Port and Port Phillip. It has been built up on the basis of a networked cities model that recognises the strong interrelationships between Melbourne and each of the major regional centres closest to Melbourne.

However, *Melbourne 2030's* prime focus is on the area covered by the 31 metropolitan municipal councils (including the 'interface councils' which cover both urban and rural areas at the fringes of metropolitan Melbourne). Key strategy components, such as the urban growth boundary (UGB), have been developed to manage urban growth within this area. The UGB in turn establishes a very important geographic focus of

the strategy and delineates the area where urban growth will be confined.

Functionally and economically, Geelong is increasingly linked to the metropolitan area. These linkages will grow as more people live on the Bellarine Peninsula and commute to Melbourne by road or rail. But given that Geelong has unique attributes and a distinct role, it is more appropriate that it be recognised as a separate regional centre. *Melbourne 2030* does make a strong commitment, however, to promoting the growth of regional cities (including Geelong) and key towns on regional transport corridors as part of a networked cities model.

*Melbourne 2030* recognises the significant contribution made by the 'non-metro' area to metropolitan Melbourne (refer to Direction 3 – 'Networks with the regional cities').

With regard to the request for a strategy that pulls together the implications of *Melbourne 2030* for regional areas, DSE has initiated work with the City of Greater Bendigo and the City of Ballarat to prepare integrated action plans around the regions centred on Bendigo and Ballarat. The City of Greater Geelong and regional stakeholders have also initiated their own regional planning process which is being supported with government financial assistance.

In addition, six non-metropolitan local councils are being supported by an innovative Metropolitan Fringe Councils – Strategic Planning Partnership. This is being funded by DSE and the Department for Victorian Communities in partnership with these six local councils. The initiative will address urgent short-term planning pressures in these areas. It will build the strategic planning capacity of the local councils involved, and seek to strengthen communities in these municipalities by engaging them in the process.

Government will consider the need for a Victorian Strategy following completion of Regional Action Plans and implementation of the Rural Zones Review.

### Priorities for implementation

In response to your comments we commit to:

- working in partnership with regional councils to address urgent short-term planning pressures and build their strategic planning capacity
- considering the need for further regional strategies as the need may arise, following the completion of the Ballarat and Bendigo Regional Action Plans and implementation of the Rural Zones Review
- supporting the work being undertaken as part of the G21 Our Region, Your Future project
- finalisation of The Great Ocean Road Region Strategy

We are giving immediate priority to these projects:

- Ballarat and Bendigo Regional Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership

## What is *Melbourne 2030*'s status in the planning system?

### Your comments

A small number of submitters express reservations that local councils and VCAT have been instructed to consider *Melbourne 2030* when dealing with planning applications, before the community has had an opportunity to consider and comment on its implementation. Others are concerned about the potential for planning delays resulting from confusion about the meaning of words contained within *Melbourne 2030*. Another is worried about the potential for different interpretations of *Melbourne 2030*'s policies.

### Our response

*Melbourne 2030* was released as a statement of government policy intent with planning status as 'a seriously entertained strategic plan and policy statement'. This was in response to community and stakeholder calls for strong leadership in relation to Melbourne's future development. There was public demand also that *Melbourne 2030*'s status should be clear and unambiguous. The aim was to avoid speculative pressure before implementation detail was resolved, and to avoid decisions that contravened *Melbourne 2030*'s Directions before they could be incorporated into the State Planning Policy Framework (SPPF). (See 'Advisory Note – Implementation in the Planning System' for further details on *Melbourne 2030*'s status).

On 30 April 2003, VCAT delivered an important decision regarding *Melbourne 2030* (Decision Number P2678/2002). It confirmed that *Melbourne 2030* should be given weight and found that when considering *Melbourne 2030* (which it refers to as 'the Metropolitan Strategy' and 'the Strategy') it is necessary to have regard to the document in its entirety - to balance the Directions. VCAT said in conclusion:

'62. We finally desire to say something with regard to how the Tribunal should deal with the Metropolitan Strategy. Clearly it is an integrated plan to deal with numerous planning issues taking into account population growth over the next 30 years.

63. When dealing with this Strategy it is, of course, necessary to have regard to the document in its entirety.

64. No particular aspect of the Strategy itself necessarily carries greater weight than another. When considering the Strategy the Tribunal must have regard to each of the policies contained therein. In some situations there may be conflict or tension between the respective policies. In those circumstances it will require the tribunal to balance those conflicting interests. Each case will of course depend on its own facts.

65. However, ultimately it will be for the Tribunal to carry out such an exercise so as to ensure that the result is consistent with the policies contained within the plan.'

The draft Clause 12, included in the Advisory Note released with *Melbourne 2030*, sets out the policies and implementation measures in *Melbourne 2030* that are relevant to land use, development and subdivision. It is proposed that *Melbourne 2030*'s key policy elements will be incorporated into the SPPF as soon as possible following consideration of submissions. Submissions relating to Clause 12 are dealt with earlier in this report - see 'Advisory Note – Implementation in the Planning System'.

### Priorities for implementation

In response to your comments we commit to:

- incorporating key policy elements into the State Planning Policy Framework as soon as possible

## Is there a need for economic and social development plans?

### Your comments

A number of submitters, including the Habitat Trust, suggest there is a need for plans that address economic development and social development.

In relation to the need for an economic development plan, local councils of Melbourne's south-east believe there is a growing gap between population growth and the generation of jobs in the region. They suggest that a strategy is needed to address this problem. Melton Shire Council suggests that *Melbourne 2030* has not provided adequate consideration or analysis of economic development and changes in the State's economic structure, in particular the industrial and commercial structure, existing businesses and manufacturing enterprises and the links between them, and the supply of resources, including human resources. SGS Economics & Planning Pty Ltd suggests that an underlying limitation of *Melbourne 2030* is the disjunction between its broad aims and implementation that is limited in scope to land use and infrastructure.

### Our response

*Melbourne 2030* makes it clear that it is not intended as an economic development plan or a community development plan. Instead, *Melbourne 2030*'s clear focus is the management of future urban development, land use and infrastructure investment. However, it will provide a vital context for and link to other government plans.

The Government has set out its vision for Victoria's future in Growing Victoria Together which focuses on:

- providing decent and responsible government
- getting the basics right – good schools, quality health care, more jobs, safe streets
- leading the way to a better Victoria with education and lifelong learning as the key.

Growing Victoria also includes a strong commitment to balancing environmental, social and economic responsibilities.

*Melbourne 2030* also recognises the need to support growth in jobs in the growing areas of the city and will provide support for job growth by ensuring land supply and investment in necessary infrastructure (such as transport improvements).

We recognise the need for further work on trends relating to the sub-regional economic and employment structure of the city. This will be addressed by a combination of DSE work on

investment and employment trends and joint work undertaken by local councils and stakeholders in south-east Melbourne. The outcomes of this work will be used to inform the five yearly review of *Melbourne 2030*.

See also the discussion of employment under Policy 1.1 in this report, and the discussion in relation to industrial activity/development, essential infrastructure, natural resource based activity, freight and logistics, innovation and high technology/business parks, and broadband telecommunications provided under Direction 4 in this report.

Direction 4 focuses on Melbourne's role in an international and national context and outlines how land use and infrastructure will be planned to ensure that Victoria retains a strong and innovative economy. For example, *Melbourne 2030* seeks to integrate land-use and transport infrastructure planning and delivery in key transport corridors to ensure high-quality access to ports and airports, and efficient movement of freight and people. *Melbourne 2030* also seeks to protect opportunities for internationally competitive industry clusters seeking large landholdings, and for major logistics industries that need ready access to road and rail networks, airports and seaports. As well, it includes a commitment to expanding logistics and communications infrastructure, including broadband telecommunications services.

### Priorities for implementation

In response to your comments we commit to:

- undertaking further work on trends in relation to sub-regional economic and employment structure to inform the five-year review



# The strategic framework

## Level of comment on this section

- low

## Key messages in submissions

- strong support for *Melbourne 2030's* Vision and Principles
- 

## Does the Vision embody what we want for Melbourne?

### Your comments

There is overwhelming support for *Melbourne 2030's* vision - 'In the next 30 years, Melbourne will grow by up to one million people and will consolidate its reputation as one of the most liveable, attractive and prosperous areas in the world for residents, business and visitors.'

A number of submitters suggest that the Vision needs to embrace the concept of sustainability. In particular, one submitter wants the words 'fully sustainable' included within the vision, while the City of Monash suggests that it should include the need for environmental responsibility.

### Our response

It should be noted that 'sustainability' is a key principle of *Melbourne 2030* and that the purpose of the principles is to guide implementation of *Melbourne 2030*. Given the strong support for the Vision, we consider it appropriate to retain it in its current form.

## Is there broad agreement on *Melbourne 2030's* Principles?

### Your comments

In general, submitters support the Principles. Many express strong support. There is a shared view that they should be strictly adhered to in Melbourne's future planning.

There are a number of comments on the 'sustainability' principle. The Metropolitan Environment Forum suggests that *Melbourne 2030* is based on sustainable growth rather than sustainability, as the term 'sustainability' implies that conditions (that is, quality of life) are maintained indefinitely, that resources are not being depleted faster than replenishment, and that environmental quality is not declining. Others suggest that *Melbourne 2030* should clearly articulate whether it is aiming for a sustainable city or for sustainable growth, particularly in terms of what is planned for

beyond 2030. There is one suggestion that sustainability is too often a compromise between development and protection of the environment, and that environment protection should have primary importance above economic development.

It is also suggested that the text of the 'sustainability' principle is inconclusive as it makes selective use of the National Strategy for Ecologically Sustainable Development (NSED), and this could imply that the other objectives and principles do not apply. This submitter emphasises that the NSED principles have statutory effect in Victoria and that their application is not subject to discretion.

### Our response

We believe that sustainability must be based on a thorough and balanced consideration of social, economic and environmental implications. *Melbourne 2030* seeks to ensure that environmental issues are a central part of the decision-making process, integrated with economic and social development. It should also be noted that improved environmental management is fundamental to *Melbourne 2030* and strongly articulated through Direction 7 - 'A greener city' and the other Directions.

In relation to the suggestion that *Melbourne 2030* needs to clearly articulate whether it is aiming for sustainability or sustainable growth, *Melbourne 2030's* clear focus is on ensuring that Melbourne's development is managed in a manner that is consistent with sustainability principles.

*Melbourne 2030* further recognises that achieving sustainability requires an integrated approach to decision-making and recognises that the NSED provides a framework for achieving long-term sustainability. The reference to core objectives and key principles contained in the NSED is not intended to suggest that other objectives or principles contained in that Strategy do not apply.



# Direction 1

## A more compact city

### Melbourne 2030 aims to achieve a more compact city by

- encouraging concentration of new development at activity centres near current infrastructure, in areas best able to cope with that change while meeting the objective of sustainable development
- reinforcing and expanding the existing network of Principal, Major and Neighbourhood Activity Centres
- encouraging a greater proportion of new dwellings at strategic redevelopment sites (particularly Principal Activity Centres and Major Activity Centres) within established metropolitan urban areas, in order to reduce pressure for urban expansion and reduce the share of new dwellings in greenfield and dispersed development areas while increasing housing choice

### Feedback from the consultation tells us that

- you support the principle of concentrating activity in a network of activity centres, but emphasise the need for a strong partnership between State and local government
- you generally support an improved decision-making framework for activity centres, and strong controls on out-of-centre development
- there is general support for locating more housing in or close to strategic redevelopment sites, taking into account infrastructure capacity and neighbourhood character issues

### In implementing the policies in this Direction we commit to

- providing State Government leadership while developing strong partnerships with local government, the development industry and the broader community
- developing a partnership models guide for the implementation of activity centres policy
- supporting local government in its structure planning for activity centres, including the development of relevant guidelines
- monitoring the effectiveness of structure planning in delivering *Melbourne 2030* objectives
- establishing an integrated decision making framework for activity centre planning
- working to improve transport links through encouraging the timely and appropriate development of the Principal Public Transport Network at Principal and Major Activity Centres, including stand-alone centres
- undertaking further research on the employment trends and locations, and the implications for transport planning
- protecting industrial land
- supporting development around key redevelopment sites and identifying infrastructure constraints
- developing VicUrban's role in land assembly
- working with local government and other stakeholders to establish a framework for the distribution of housing across metropolitan Melbourne
- providing information on the benefits of urban consolidation and higher density housing

### Current projects immediately relevant to implementation of this Direction

- Structure Planning Program for Activity Centres
- Structure Planning Advice
- ResCode+ (four storeys and above)

- Activity Centre Design Guidelines
- Regional Housing Working Groups
- Monitoring of Structure Planning and Statutory Tools for Activity Centres
- Urban Development Program
- Development of out-of-centre assessment criteria
- Growth Area Planning
- Transit Cities
- development of a web-based tool kit for activity centre planning
- Sustainable Neighbourhoods Project
- Inner Melbourne Forums and Action Plan
- Implementation Program
- the *Melbourne 2030* Implementation Reference Group

#### **Draft Implementation Plans relevant to this Direction**

- Activity centres
  - Growth areas
  - Housing
  - Integrated transport
-



# Policy 1.1

Build up activity centres as a focus for high-quality development, activity and living for the whole community

## Level of comment on this policy

- very high

## Key messages in submissions

- broad agreement with the principle of urban consolidation and intensification of development based on a network of activity centres linked by public transport, but concern about the impacts of increased development densities
  - broad agreement with the listing of designated activity centres, although some submitters argued for changes to listings
  - reservations about how the policy will be implemented
  - the need for a strong partnership between State and local governments if this policy is to be implemented successfully
- 

## What will be the impact of increased development density?

### Your comments

Most councils offer their support for the consolidation of business and residential activity in activity centres on the condition that in their future planning, due consideration should be given to the valued aspects of those centres and their surrounds.

Many submitters want certainty that the overall impact of increased densities on quality of life, residential amenity, heritage and environmental sustainability will be minimal. They seek detail of how this will be addressed in future activity centre planning. One council suggests a framework to ensure that activity centre growth protects valued character and amenity. A number of submitters want criteria to determine when an activity centre has reached its capacity.

The City of Port Phillip comments on the need for an action plan in *Melbourne 2030* to guide local government in deciding how much growth an activity centre can support. Some basic 'filters' could be applied to give a preliminary indication of a centre's capacity and these could be outlined in a practice note.

Views differ about where more intensive development should occur in future. Some councils believe their activity centres have considerable capacity for future growth while others say theirs are at capacity, or are cautious about the impact of any further change on valued local character.

A number of submitters raise the question of how to balance high-rise development with residential amenity and its proposed location. Conversely, one submitter believes *Melbourne 2030* should propose measures to attract sufficient high-rise development around public transport nodes and deter over-development in car-dependent areas.

Many submitters raise car parking issues associated with increased development densities. The Property Council of Australia (PCA) suggests that as a priority, all activity centres should have to produce parking precinct plans to manage the supply, operation and delivery of car parking in activity centres.

The Central Coastal Board comments that many Major Activity Centres are located in the coastal zone. With the Victorian Coastal Strategy 2002 identifying the coastal area of metropolitan Melbourne as an 'activity node', this concept could be further refined through the implementation of *Melbourne 2030*.

### Our response

Implementing the activity centre policy will bring significant challenges. All the issues highlighted by submitters are important considerations in managing the implementation program.

In managing the overall impact of increased densities, we recognise that the implementation program will need to be 'place sensitive'. *Melbourne 2030* strongly argues that a 'one size fits all' approach will not work and many submitters agree.

*Melbourne 2030* recognises that activity centres across metropolitan Melbourne will be diverse in size and function. The implementation program has been designed to ensure that each individual centre is underpinned by detailed local planning, to gauge the possible level of growth and change for each centre and how this will be managed. General design principles have been developed to assist in the implementation of *Melbourne 2030*, but it is clear that a centre-by-centre structure planning and design effort will be needed to ensure that future developments are appropriate to their local context and that quality public spaces are developed.

A number of initiatives are proposed to support implementation of the policy. These aim to ensure that activity centres are properly planned to minimise adverse effects of increased development densities, within activity centres and where they adjoin residential areas. The initiatives include:

- a structure planning program for activity centres, backed up by information for councils and communities to guide them on methods for preparing and implementing structure plans (Initiative 1.1.2)
- Activity Centre Design Guidelines to guide strategic planning for activity centres and the development of local planning policies and controls (Initiative 1.1.2) – these will complement the guidance information on structure planning
- monitoring of the statutory planning tools used to implement structure plans, in order to provide a clear decision-making framework for development in activity centres (Initiative 1.1.5)
- development of integrated performance criteria for activity centres, to assess the performance of each centre in the network and provide a benchmark for determining the direction and magnitude of changes required to improve the network of centres (Initiative 1.2.3)
- a review of car parking policies and management for central Melbourne and for Principal and Major Activity Centres (Initiative 8.8.5)
- demonstration projects like those being carried out through the Transit Cities Program (Initiative 1.1.3)
- ResCode+ (Initiative 1.3.3), which provides guidelines for developments of four storeys and above in higher density areas
- development of guidelines for best practice methodologies for community engagement and consultation about land use planning issues (Initiative 9.2.1).

Other initiatives such as targeted training for practitioners through the PLANET program should build capacity in local government to meet implementation challenges. PLANET is a professional development and training program for planners and other users of the planning system run by the DSE and the Municipal Association of Victoria (MAV).

*Melbourne 2030* empowers councils to review the role and function of each activity centre and develop appropriate policies – either as part of the structure planning process or until detailed structure planning is undertaken. Balancing the mix of non-residential and residential uses will be an important part of this process.

*Melbourne 2030* also commits to a monitoring program with the implementation of the activity centre policy being an important focus.

How much growth can an activity centre support? The City of Port Phillip asks whether an action plan is needed for guidance. Since increased numbers of households will need to be accommodated in activity centres over the next 30 years, planning will certainly be required. Capacity for growth at an activity centre will be dealt with through detailed structure planning for individual centres and the work of the Regional Housing Working Groups (RHWGs).

We recognise that activity centres are at different stages of development, with some being more advanced in terms of meeting *Melbourne 2030* objectives for their development. Many inner city activity centres, such as highly successful strip centres in the Cities of Stonnington and Yarra, are examples of vibrant mixed use centres that already provide significant amounts of higher density housing. Through the development of structure plans, councils will be able to give their local communities certainty about opportunities for growth and development.

Some centres may not appear to have much scope for growth, but this does not mean they should not be recognised as part of the network of activity centres as suggested by the City of Stonnington. They remain an integral part of the network of activity centres.

*Melbourne 2030* seeks to build up activity centres, but it is also critical that each centre performs sustainably and that it is liveable. Even when a centre is performing well – and many centres already are – there will always be opportunities for improving its performance and its role in the network of activity centres. This will be the focus of the planning effort for such centres. It may include well-designed, well-managed minor infill development, expanding the mix of uses, public infrastructure improvements or improving the centre's functioning, amenity or environment.

A web-based tool kit will be developed for activity centre planning. This will provide councils, business and the community with information relevant to activity centre planning. It will be regularly updated as new information becomes available. It will also be used as a resource for information on demonstration projects and good practice.

Priorities for inclusion in this toolkit include:

- structure planning advice
- activity centre design guidelines
- out-of-centre assessment criteria
- ResCode+ (four storeys and above)
- a partnership models guide for the implementation of activity centres Policy
- guidelines for the preparation of Development Contribution Plans.

For additional comments raised by the Central Coastal Board, see the discussion in Policy 5.9.

#### **Priorities for implementation**

In response to your comments we commit to:

- managing the overall impact of increased densities through a 'place sensitive' implementation program
- supporting local government in its structure planning for activity centres to ensure that increasing densities do not negatively affect the amenity of activity centres
- targeted training for practitioners through the PLANET program to build capacity in local government to meet implementation challenges
- developing a web-based tool kit for activity centre planning which will include information about structure planning and other relevant guidelines and advice
- monitoring the success of activity centre implementation

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Structure Planning Advice
- ResCode+ (four storeys and above)
- Activity Centre Design Guidelines
- Regional Housing Working Groups
- Monitoring of Structure Planning and Statutory Tools for Activity Centres
- PLANET program

## **Will there be conflict between land uses in activity centres?**

### **Your comments**

A number of councils feel that *Melbourne 2030* needs to address the issue of competing land uses in activity centres, particularly if residential development is to be encouraged. Many support the policy for higher density residential development in activity centres on the condition that due and careful consideration is given both to the operation of commercial uses and to the potential for land use conflict.

The City of Stonnington offers this example of the issues it faces in dealing with land use conflict:

'Prahran/South Yarra is currently contending with ongoing issues such as traffic congestion, parking shortfalls, entertainment and licensed premises, safety and crime. While some of the initiatives associated with Melbourne 2030 may improve this situation, the intensification of activity and housing in and around the centre will serve to magnify these problems without radical improvements to all aspects of the centre. Prahran/South Yarra is under pressure from a proliferation of entertainment uses. This is a problem due to the amenity implications of such uses (late-night operation, noise, odour, patron behaviour in local streets after leaving the premises, traffic congestion and noise etc). The economic and tourism impacts of the diminishing retail use along Chapel Street and Toorak Road and their replacement with cafes, restaurants and bars is also a problem as it is deteriorating the key focus of the centre.'

Banyule City Council submits that its centres are important employment areas and that it is vital that they are not threatened by excessive residential development, given their local and sometimes regional business and retail functions. The primary role of activity centres needs to be recognised, with adequate consideration of any conflicts likely to result from combining residential and non-residential uses.

Melbourne City Council comments that it supports the primary functions of the Central Activities District (CAD) as business, cultural, retail and entertainment. It sees the role of housing as secondary to and complementary to these activities, and has sought further clarification on *Melbourne 2030's* position on the role of the CAD as a location for significant further housing growth.

There is also concern about competition for space between different uses and the consequent impact on land values. With other

obstacles such as shortage of land and land tenure arrangements, this may well limit the potential for new entrants into the market. ALDI Stores make a detailed submission about this which is dealt with in more detail in Policy 1.2.

### Our response

There will be significant changes to the way land within activity centres will be used, and this will pose many challenges for implementation. Threats to commercial viability of activity centres will be carefully monitored as part of the broader program for ongoing monitoring and review of the activity centres to be developed in the medium term and will be considered in planning for activity centres.

Locating a larger proportion of housing in activity centres is critical to many of the other directions of *Melbourne 2030*. Success in providing housing in activity centres will depend partly on the quality of the design and how the housing is integrated.

The structure planning process provides councils with the opportunity to nominate areas within activity centres for housing and other uses. The effective integration of housing into activity centres will be a key element of the structure planning process.

One approach is to identify precincts, as an aid to future planning of the activity centre and its relationship with the surrounding area. The precinct approach can be used to separate potentially incompatible uses (such as housing and entertainment areas). This will give clear direction to the market and the community about the proposed pattern of future development. The structure of the centre, in terms of location of roads, natural boundaries, open space and subdivision pattern, will also influence whether conflict is likely.

In mixed-use precincts, performance standards for issues such as noise, and operating conditions imposed on some uses can be developed at the structure planning stage.

It will be important to resolve potential conflicts between uses within or on the edge of activity centres, and to provide residential amenity within activity centres. Advice on structure planning will need to address this issue and provide advice on techniques, as will any monitoring of the Victoria Planning Provisions (VPP) tools, the development of the integrated performance criteria and ResCode+ (the new guidelines being developed for buildings of four or more storeys). The proposed Activity Centre Design Guidelines will also provide advice on how to manage these issues.

In response to the City of Melbourne's comments on the role of housing in the CAD it is important to note that *Melbourne 2030* reinforces the significant role the CAD plays in

the network of activity centres. It is the 'preferred location for activities that have State or national significance, and for activities that have a significant impact as trip generators, drawing users from around the metropolitan area and beyond.' (*Melbourne 2030*, page 47). The role and function of the CAD guides the balance of uses and in particular, the relative emphasis on housing.

Through the regional housing working groups and the Inner Melbourne Forum and Action Plan, which is being funded under the targeted grants program, the ability for different locations in this region to accommodate projected population and household growth will be better understood.

The City of Melbourne's preparation of a local housing strategy should address its housing needs and how these needs will be met across these areas.

The competition for space within activity centres, and the potential impact on land values, is an issue for planning of activity centres. If the limits of an activity centre are set too tightly, this will lead to growing pressure for out-of-centre development. Opportunities for growth and change need to be investigated across the whole network of activity centres. Elements of the network need to be looked at, because there will be centres with little capacity for growth.

Structure planning should identify options for expansion of the centre and opportunities for a range of activities to locate. This will include uses that have significant land requirements such as large format uses and housing (including affordable housing), and low-cost premises for uses like community uses, not-for-profit organisations and start-up enterprises (which may contribute to the innovation economy – see Policy 4.4, and refer to discussion in Policy 6.1 for issues and proposed actions for the provision of affordable housing).

### Priorities for implementation

In response to your comments we commit to:

- monitoring any threats to the commercial viability of activity centres
- supporting local government in their structure planning for activity centres to ensure issues relating to competing land uses are addressed
- providing information on techniques to resolve potential conflicts between uses within or on the edge of activity centres
- ensuring that the development of integrated performance criteria, ResCode+, structure planning advice and any review of the VPPs addresses the issues of competing land uses in activity centres

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Structure Planning Advice
- Activity Centre Design Guidelines
- ResCode+ (four storeys and above)

## How will infrastructure be provided in activity centres?

### Your comments

A number of submitters feel that *Melbourne 2030* should address the provision of appropriate infrastructure in activity centres. While it considers transport, they would like to see more discussion of infrastructure such as sewerage and drainage.

The City of Banyule comments that more intensive development around activity centres will affect service infrastructure and social facilities in the area, including open space and leisure facilities. This will create demand for the provision of new infrastructure and renewal of existing infrastructure (also see the discussion in Policy 5.6).

Some councils comment on the cost of funding new or upgraded infrastructure and the complexity of this issue. Moreland City Council considers the outcomes of the recent review of developer contribution plans are more applicable to greenfield locations. It asks that further work be undertaken to determine how to pay for infrastructure improvements in activity centres. The City of Kingston believes that State and local government should work together to develop meaningful development contributions models for activity centres.

Moreland City Council suggests that the development sequencing approach should be applied to established areas, particularly activity centres, to ensure services are provided when required. Moreland also suggests that new models will be needed for the provision of facilities such as integrated transport interchanges, schools, open space and social and recreational infrastructure.

### Our response

The timely provision of appropriate infrastructure in activity centres is certainly important. Structure planning will need to address future physical infrastructure and community facilities within individual activity centres. This may include sequencing of infrastructure, as suggested by Moreland City Council.

The Urban Development Program (UDP) will identify infrastructure constraints for residential and industrial land. This work will supplement detailed structure planning work by councils, and arrangements should be made to ensure that any gaps in this process as they relate to activity centres are covered. For example, servicing authorities should be actively involved in the structure planning process.

Infrastructure funding options are available to State and local government. Potential sources for financing infrastructure include special levies through Council rates, development contributions, and levies by service providers such as Melbourne Water. Drainage and water are highlighted in submissions to *Melbourne 2030*. Mechanisms also need to be in place to fund other infrastructure needs including open space and roads.

The State Government recently released Development Contribution Guidelines, which provide a simpler methodology for preparing Development Contributions Plans (DCPs) so that they can be applied across a range of development settings, including activity centres. There are step-by-step online electronic guidelines for the preparation of DCPs, and early indications from some work by Manningham, Darebin and Frankston city councils demonstrates their applicability to established areas.

The new system now provides the model approach for preparing a DCP to give effect to activity centre planning. This responds to the City of Kingston's suggestion for models for development contributions for physical and social infrastructure.

### Priorities for implementation

In response to your comments we commit to:

- supporting local government in their structure planning for activity centres to ensure the provision of infrastructure in activity centres is adequately addressed
- ensuring that the structure planning advice clearly articulates the need to address future physical infrastructure and community facilities in activity centres

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Structure Planning Advice
- Urban Development Program

## Have employment issues received enough consideration?

### Your comments

A number of councils – Moreland, Brimbank, Casey, Wyndham and Kingston – believe *Melbourne 2030* needs to identify and address the current and future business and employment trends of Melbourne and the regions.

Moreland City Council requests more detail about the role of activity centres in accommodating employment-generating uses and suggests that there be greater emphasis given to mixed use development and addressing the restrictions to this type of development.

The City of Kingston comments that activity centres will not perform many of the vital employment and economic functions envisaged in *Melbourne 2030* and that a stronger link needs to be developed in the *Melbourne 2030* implementation program to recognise the vital roles performed by existing industrial and employment nodes or 'non-Melbourne 2030 activity centres', such as the Moorabbin and Braeside industrial areas. Kingston submits that clear links to these other 'activity centres' will complete the picture of Melbourne's work, education and commuter needs.

The City of Monash also comments on the need to identify where jobs growth will occur in the future so that appropriate planning, particularly integrated transport planning, can be undertaken to ensure successful operation of these areas. Monash recognises that *Melbourne 2030* focuses on activity centres, and comments that these contain only a small portion of

overall employment opportunities, especially in the City of Monash.

One submitter questions whether higher density housing will lead to changes in transport behaviour by helping to reduce car trips and decrease the share of trips that need to be made by car (*Melbourne 2030*, page 32). He argues that the clustering of residential development around rail stations may not necessarily create rail transport users and what may be more important is improved transport services to places of work.

### Our response

*Melbourne 2030* focuses on activity centre policy as a means of addressing many of the issues associated with population and economic growth. The future sustainability of the city depends on major employment generators being located in mixed use areas that are well served by public transport.

*Melbourne 2030* does however, acknowledge that other employment areas need to be planned for, including industrial areas which are not 'activity centres' as defined in *Melbourne 2030*. For example, Direction 2 contains policies for providing significant amounts of local employment opportunities in growth areas, and Direction 4 deals with employment in the industrial sector, innovation economy and Central Melbourne. Direction 4 provides policy guidance for employment areas outside designated activity centres including major and local industrial areas and other employment clusters and precincts to support the Government's policies on an innovation economy.

Activity centres will increasingly be the focus of jobs growth as a mix of uses is attractive to employees and generates employment opportunities. *Melbourne 2030* contains a number of initiatives to encourage a mix of uses in centres, including the requirement for detailed local structure planning, monitoring of structure planning including the applicability of the statutory tools used in their implementation, locating new government facilities in or on the edge of activity centres and the development of out-of-centre assessment criteria.

*Melbourne 2030's* focus is the management of future growth, land use and infrastructure investment. It is not intended to be an economic development plan.

Nevertheless, implementation would benefit from further research into the supply and demand for land for employment areas. This will be addressed progressively by State Government (DSE) work on investment and employment trends and locations, and joint work by councils including those in south east Melbourne. Research on supply and demand of

industrial land is being undertaken as part of the Government's Urban Development Program (and see Initiative 4.1.7). Strategic work being undertaken by councils at regional level, such as the Regional Economic Strategy for the Melbourne's south east, will significantly support broader metropolitan policies.

This information will be used as the basis of a broader review of the land use and transport implications of employment needs as part of the five-yearly review of *Melbourne 2030*.

#### Priorities for implementation

In response to your comments we commit to:

- further research on investment and employment trends and locations to gain a better understanding of supply and demand for land for employment areas
- a broader review of the land use and transport implications of employment needs, as part of the five yearly review of *Melbourne 2030*
- supporting local government in its structure planning for activity centres to ensure that a mix of uses occurs in activity centres

We are giving immediate priority to these projects:

- Urban Development Program
- Structure Planning Program for Activity Centres
- Monitoring of Structure Planning and Statutory Tools for Activity Centres

## Is the policy consistent with previous retail policies?

### Your comments

The City of Casey comments that recognition of the previous retail policy is lacking in *Melbourne 2030* and that the 'laissez-faire' approach to retail floor space at the metropolitan level is inappropriate for this sector. One submitter comments on the absence of an effective retail policy and controls, and that this invariably results in inappropriate proposals and resource-intensive Victorian Civil and Administrative Tribunal (VCAT) and Panel hearings.

The City of Casey submits that the recommendations of Retailing Victoria - The Report of the Retail Development Policy Review Panel (1996) have not been implemented. Another submitter expresses concern that retail policies have not been reviewed since the Office and Retail Development Guidelines (Ministry for Planning and Environment, October 1989) and that there is no specific planning tool for

assessing proposed retail/office developments of more than 4,000m<sup>2</sup>.

The PCA comments that retail development and activity centre policies needed to be rewritten as a matter of urgency, and consequential planning scheme changes are needed for effective implementation.

Support is expressed for a stable and clear retail hierarchy to provide certainty for business.

### Our response

Retail planning policy is implicit in *Melbourne 2030*. It contains strong policies regarding the location of future major retailing activity and the outcomes that are sought for retail development.

*Melbourne 2030* recognises four categories of activity centres - Principal, Major, Specialised and Neighbourhood and prioritises the investment and location of significant land uses in Principal Activity Centres where catchments overlap in any part of the network of centres.

It should be noted that a conceptual retail hierarchy has been used for many years and is generally reflected in *Melbourne 2030's* classification of centres. The retail hierarchy has traditionally been accepted as comprising regional centres (greater than 50,000m<sup>2</sup> of retail floor space), sub-regional centres (between 10,000 and 50,000m<sup>2</sup> of retail floor space) and neighbourhood centres (less than 10,000m<sup>2</sup> of retail floor space) (source: Technical Report 8 - Activity Centre Policy Review, June 2001).

*Melbourne 2030* has included 'regional' centres in the Principal Activity Centre classification and most 'sub-regional' centres in the Major Activity Centre classification. However, *Melbourne 2030* emphasises that retailing is only one, albeit important, function of these centres with the future direction being towards more mixed use development.

A more finely grained retail hierarchy than this in metropolitan planning policy could constrain development potential and limit opportunities for competition within centres. The preferred approach is to provide explicitly for planning to handle the growth and adaptation of activity centres, for new forms of business activity, including retailing, and for policies on 'big box' retailing developments.

This approach is consistent with the findings of the Retail Development Policy Review Panel in the report, Retailing Victoria, which concluded that 'Land use policy should seek to regulate retail development for the benefit of the broader community, but should not resist change or stifle competition' (page 1).

*Melbourne 2030* focuses on the development of activity centres as mixed use centres offering not just retailing but a range of uses. Retailing is one of many considerations that form the basis

of the activity centre policy along with population growth, urban consolidation, urban economics, amenity, urban design and a range of others. The activity centre policy provides a stronger basis upon which to plan for the future needs of communities in a more integrated manner.

To maintain certainty for business, the activity centre policy provides a framework to direct investment, but one that gives some choice of locations and does not unduly limit business opportunities.

In response to the perceived lack of progress since previous reviews and guidelines, many of the conclusions of the Retail Development Policy Review Panel have been addressed through subsequent changes to the State Planning Policy Framework (SPPF) or are reinforced through *Melbourne 2030's* integrated approach to planning for activity centres.

The 1996 Panel strongly supported the principles of aggregating uses into activity centres and of providing more convenience and weekly shopping facilities within walking distance. It considered this to be 'in the interests of infrastructure efficiency, equitable access, environmental concerns, and the creation of a healthy sense of community'. It concluded that 'the fundamental test of any retail development must be whether it benefits the broader community.' (Retailing Victoria, page 1).

It also recommended that retail development policy 'be rewritten so that there is only one policy source which remains in force until formally replaced'.

The Panel made a number of recommendations about policy content, process (decision-making) and for specific types of retail centres and forms. Its recommendations in the areas of net community benefit, transport policy, CBD policy, the treatment of freestanding centres and new peripheral sales (or Restricted retail premises) developments and the treatment of innovative retail forms are dealt with in *Melbourne 2030*.

Many of the Panel's recommendations have been integrated into policy development over time. Some will be tackled in the implementation of *Melbourne 2030*. Some specific recommendations such as the rewriting of retail development policy and the provision of a descriptive retail hierarchy have not been implemented at State level. However, at the local level, some councils have sought to implement a retail hierarchy through their Municipal Strategic Statements.

The Panel also recommended that policy should recognise the role of all activity centres and not prioritise centres or direct specific uses to particular locations. This is consistent with *Melbourne 2030's* network approach.

Through the detailed structure planning of activity centres by local government, the role of a centre within the network in terms of retailing and other functions will need to be assessed. This process should include consideration of the supply and demand of future retail floorspace for each centre on a regional basis. *Melbourne 2030* does not prevent the application of the conceptual "retail hierarchy" if this assists councils in their planning.

The 1989 Office and Retail Development Guidelines were developed to enable responsible authorities and planning authorities to take account of the strategic, economic, social and environmental effects of office and retail development proposals and to determine whether a proposal complied with Government policies. These guidelines have been superseded by the current SPPF and *Melbourne 2030* and no longer have legal weight.

Draft Implementation Plan 4 - 'Activity centres' contains specific initiatives to establish an integrated decision-making framework for activity centre planning in response to the call for replacement of the retail/office guidelines. A more robust set of standards and guidelines based on the *Melbourne 2030* activity centre performance criteria will be developed and included in appropriate statutory mechanisms to provide the basis for decision-making in activity centres, including the impact of development proposals on the economic viability of the network. *Melbourne 2030's* classification system for activity centres also provides a framework for planning and managing the network of activity centres.

As mentioned above, planning for retailing will also be addressed through the strategic review of individual activity centres and their role within the network, and structure planning of those centres.

This work will enable councils to identify the role and function of their activity centres within the network, identify the capacity for growth and change in these centres, and then undertake detailed local planning for each centre including opportunities for retailing.

In relation to calls to use statutory minimum or maximum floor space limits to guide retail development decisions (as with the Office and Retail Development Guidelines), criteria for assessing new retail developments are now more clearly linked to social, economic and environmental impact. Floor space limitations can affect the economic viability of some forms of retailing. In areas of high rents or lower incomes they can contribute to making some retailing uneconomic, thus encouraging consumers to travel further to shop. Therefore the decision-making framework for activity centres will focus on impacts rather than on floor space limitations.



In relation to the PCA's submission about changes to the VPPs, the monitoring of statutory tools used to implement structure plans for activity centres and the development of out-of-centre assessment criteria will involve a review of land use terms for retail uses.

#### Priorities for implementation

In response to your comments we commit to:

- establishing an integrated decision-making framework for activity centre planning – this will be a useful tool in assessing proposed retail/office developments in activity centres

We are giving immediate priority to this project:

- Development of out-of-centre assessment criteria

## How will the network of activity centres operate?

### Your comments

A number of comments relate to the network of activity centres. Generally there is support for the concept of a network, and of concentrating growth and planning in activity centres. However there are some differing views.

Monash City Council asks for further information on the integration of these centres and how they will interact. Others believe there are too many designated centres. They comment that this may work against achieving the benefits of concentration and that it will indiscriminately open up areas for high-rise residential development, such as along railway lines.

The City of Greater Dandenong is concerned about the lack of major activity centres east of Dandenong and asks for greater certainty about establishing major activity centres in the south-east growth area. According to the City of Yarra, an important issue is the inequitable distribution of centres when comparing inner Melbourne with the outer areas.

Whittlesea City Council suggests that the State Government should take primary responsibility for the preparation of a broad integrated 'structure' plan for growth areas and activity centres at the metropolitan or regional scale.

The relationship of the activity centre network with the Principal Public Transport Network (PPTN) also drew comment. One submitter favours linking activity centres by rail over other forms of transport as only rail can provide the support required to build up Principal Activity Centres, and suggested that *Melbourne 2030* be amended to make this requirement explicit. The City of Darebin believes linkages to fixed rail should be given more weight. Another submitter comments that restricting activity

centre locations to transport nodes will mean that opportunities are missed to tackle poorly designed areas that would benefit from Government attention.

### Our response

It is important to understand why we have chosen to adopt a network approach to planning for activity centres rather than focusing on a small number of centres.

The network of activity centres and its relationship with the PPTN provides a high-level framework to guide decision-making about the future planning of existing and new activity centres. This is an important and much-needed refinement to previous activity centre policy.

The District Centres policy of the 1980s, which initially focused on 14 designated activity centres, was criticised for being too restrictive and under-resourced. With changes in retail formats and increasing demands from large shopping centre owners to expand, decisions were made that undermined the policy. Many designated District Centres did not attract the level of investment envisaged. The policy was eventually replaced in the 1990s by a more 'flexible' approach to policy. The Activity Centres Review, Technical Report 8 (prepared as a background study for *Melbourne 2030*) provides an overview of previous activity centre policies.

To address issues that appear to have affected the implementation of the district centres policy, *Melbourne 2030* identifies a comprehensive network of activity centres of varying size and function which are linked with a strategic public transport network known as the PPTN. The network comprises more than 100 existing activity centres (larger than Neighbourhood Activity Centres) and identifies them as locations of change, thus providing increased options for investment and for locating all types of activities.

The activity centres are not all the same, and different approaches will be taken to planning for them. For example, 9 of the 25 Principal Activity Centres have been included in the Transit Cities Program and will be a priority for Government investment. Principal and Major Activity Centres will be locations of major change. The State Government will be working with councils to plan for and encourage forms of development that help these centres reach their potential. They will also serve as a focus for a range of government community services and facilities and as the priority for investment and location of significant land uses. Where catchments overlap in any part of the network of centres, Principal Activity Centres will have the priority for metropolitan functions.

The network concept recognises that we cannot predict how retail and other trends will evolve in

the next 30 years and provides a robust structure that will allow flexibility for the future development of activity centres as multi-functional locations.

The network concept and objectives for activity centres in *Melbourne 2030* provide a basis for local councils in their strategic planning. Councils can identify and seek to address gaps in the network, including the identification of their Neighbourhood Activity Centres.

Concerns about gaps in the network of activity centres, such as the example raised by the City of Greater Dandenong, should be addressed through local strategic planning work. *Melbourne 2030* does not speculate on the location of future activity centres. This is a task for councils as part of their local or regional strategic planning work or, if part of a growth area, for the Committees for Smart Growth (see Policy 2.2 and draft Implementation Plan 2 – ‘Growth areas’).

The network of activity centres will not be static – centres can move between categories and new centres will emerge, particularly in growth areas. Any future change to the network of activity centres will be part of the normal planning processes. The process for change in the list of activity centres is discussed in the next section.

The distribution of activity centres, particularly in the outer suburbs and newer growth areas, is a significant issue for the network. These areas have more sparsely distributed activity centres and they often lack public transport services. To allow the benefits of the network to be widely distributed, particularly in these outer areas, *Melbourne 2030* recognises the importance of cross-town bus routes as part of the PPTN. Indeed, there is strong support for development of cross-town, or orbital PPTN routes (see discussion in Policy 8.1). It may not be practicable to obtain all the outcomes sought by *Melbourne 2030* for activity centres in outer areas while also locating them on the rail network.

It is not the intent of *Melbourne 2030* to encourage ad hoc higher density housing along railway lines. However, councils are encouraged to identify opportunities for such development within walking distance of stations where this can be done without unacceptable impacts. *Melbourne 2030* provides processes for higher density housing to be directed to areas that can cope with change, with minimal impact on established residential areas.

Another consideration is the impact of new proposals on the network of activity centres, and how this should be assessed. Implementation of the policy should take this into account. *Melbourne 2030*'s classification system for activity centres provides a framework for planning and managing the

network of activity centres, including their relationship with the PPTN.

*Melbourne 2030* seeks to ensure that planning for individual centres contributes to the overall performance of the network. *Melbourne 2030* contains integrated performance criteria against which each centre – and, in turn, its contribution to the network – should be assessed (social, economic and environmental considerations). The criteria provide a benchmark for determining the direction and magnitude of change required to improve the network of centres as well as a basis upon which to undertake an impact assessment on the network of centres (*Melbourne 2030*, page 53).

One criterion to be applied to all activity centres is whether a centre will ‘contribute to the economic competitiveness of the network of centres that provides wide community benefit’. This important aspect of the policy will be clarified as part of the next stage of development of the performance criteria and eventually included in policy guidance information.

#### Priorities for implementation

In response to your comments we commit to:

- supporting local government in its structure planning for activity centres in order to ensure that the network of centres is taken into consideration in planning for individual centres
- ensuring that the activity centre network is linked by the Principal Public Transport Network

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Growth Area Planning
- Transit Cities

## Can the classification system be further clarified?

### Your comments

Generally the classification system is accepted by submitters. However a significant number seek clarification about aspects of it. They want to know more about how it works, what it means for them and the process for identifying new centres in future. The MAV says greater understanding of the classification of activity centres is needed, and suggests that to help elected councillors engage with their communities, they would benefit from a further breakdown of the key information in draft Implementation Plan 4.

Some submitters do not support the classification system. The UDIA advocates encouragement of increased densities around all centres, feeling this would provide good access to services and transport, and a range of housing types and lifestyle options.

Monash City Council questions the need for a classification system and whether the whole network should be the focus rather than individual centres or types of centres, particularly if the classification system is used to target funding or support.

Boroondara City Council asks that the State Government look again at directing its investment only to Principal and Major Activity Centres, and that this future strategic development objective be further qualified or removed from Table 1 in draft Implementation Plan 4 – Activity centres. Brimbank City Council, on the other hand, recognises and supports this focus for the initial implementation of *Melbourne 2030*.

Submitters see a strong need to ensure that the classification system does not adopt a 'one size fits all' approach. They believe the policy should recognise differences between centres, their individual character, constraints and opportunities. There is concern that locally developed strategies and policies may be overridden by the application of the classification system, particularly at VCAT.

The issue of how VCAT will balance the classification system with local strategies and policies is also raised.

Some submitters suggest the classification system should differentiate between those centres capable of higher density development, those that are not, and those that already provide higher density development.

Moreland City Council suggests that Specialised Activity Centres should include industrial clusters of local significance and core industrial areas, and should not be confined to specialised uses of State significance, education and research uses. Industrial clusters play an important role in the economy, says Moreland and one other submitter, and support uses that should not be located in other activity centres due to land use conflicts. They should be recognised in the activity centre hierarchy.

### Our response

The classification system is based on a number of factors – the trips generated by an activity centre, public transport orientation, a centre's size and the range of offerings present there, its regional function, and its current capacity or future potential to meet the environmental, social and economic objectives of *Melbourne 2030* activity centre policy.

The policy provides the basic requirements for a well-functioning activity centre that can be adapted to a range of unique circumstances. The policy is also sensitive to the individual nature of activity centres, and in time will be translated to local level to ensure that local considerations are taken into account together with the other Directions in *Melbourne 2030*.

*Melbourne 2030* does not override existing planning scheme provisions – these continue to have weight in decision making on planning permit applications and planning scheme amendments. Through the review of Municipal Strategic Statements, councils will need to ensure that their planning schemes are consistent with *Melbourne 2030*.

The classification system provides a framework for decision-makers, investors and the community about the appropriate scale and degree of change that can be expected in a particular activity centre. It gives stakeholders a basis on which to plan future investment in the metropolitan area including where the State Government will direct investment, particularly in the provision of government facilities and services, roads and public transport. The classification system provides a broader policy framework within which local strategies and policies are developed. The characteristics of each classification are broad so that councils can tailor policies to local circumstances.

In response to Boroondara's comments, at this stage in the implementation program State Government attention must focus on Principal and Major Activity Centres as it is important to target centres that generate high numbers of trips and have significant potential to support the development of the Principal Public Transport Network (PPTN). The nine Transit Cities are the highest priority centres.

We do not support the City of Moreland's suggestion of expanding the Specialised Activity Centres to include core industrial areas. These areas are not activity centres by definition. They cannot meet the key objectives for the development of activity centres, such as supporting the development of the PPTN, trip generation, mix of uses, importance for community interaction, and improving access by walking and cycling.

*Melbourne 2030* has identified industrial areas of State significance (see Policy 4.4) and provides policies and a number of initiatives for their protection. Local industrial areas need to be planned for at regional or local level and be recognised in Municipal Strategic Statements. *Melbourne 2030* contains policy about providing adequate links to the PPTN and freight and logistics network for these important employment areas (see Direction 4 – A more prosperous city, and see also Policy 4.1 for

discussion on providing for future industrial development).

#### **Priorities for implementation**

In response to your comments we commit to:

- a 'place sensitive' implementation program that recognises that each activity centre is unique
- continuing to protect industrial land through the industrial zones
- providing for industrial employment opportunities in the planning of growth areas

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres

### **Can we have more detail on Principal and Major Activity Centres, and on Neighbourhood Activity Centres?**

#### **Your comments**

Some submitters are confused about the difference between Principal and Major Activity Centres, and also about the potential benefits of being a Principal or Major Activity Centre.

Monash City Council notes that the major determinants defining Principal and Major Activity Centres, and Major and Neighbourhood Activity Centres – catchment size and floor space respectively – are only a small part of what is necessary for a sustainable activity centre.

There are differing views about the wide-ranging nature of centres classified as Principal or Major Activity Centres. For example, some submitters question the appropriateness of categorising stand-alone centres such as Chadstone with centres such as Sunshine.

Boroondara City Council asks that the State Government look again at directing its investment only to Principal and Major Activity Centres, and that this future strategic development objective be further qualified or removed from Table 1 in draft Implementation Plan 4 – 'Activity centres'. Brimbank City Council, on the other hand, recognises and supports this focus for the initial implementation of *Melbourne 2030*.

Many submitters believe Neighbourhood Activity Centres should receive greater attention. There is a general view that more emphasis should be placed on planning for the 'bottom tier' of activity centres, in order to maximise opportunities for walking and economic viability

and to more clearly define the planning objectives for these centres.

A more detailed definition is sought of the role of Neighbourhood Activity Centres. The MAV seeks certainty about the status of some centres that are seen as Neighbourhood Activity Centres by councils but do not meet the criteria outlined in *Melbourne 2030*. Others are concerned these centres may have the capacity to undermine the focus on Principal and Major Activity Centres in *Melbourne 2030*. Another places high priority on the survival and revitalisation of traditional shopping areas.

A few suggest an additional classification at Neighbourhood Activity Centre level, to better reflect how councils have defined centres in their Municipal Strategic Statements.

In terms of strategic objectives for Neighbourhood Activity Centres, some councils, such as Maroondah, do not necessarily support the location of higher density housing around these centres given that many are in predominantly low density residential areas.

#### **Our response**

For those unclear about the difference between Principal and Major Activity Centres, the key characteristics of Principal Activity Centres are:

- a mix of activities that generate high numbers of trips, including business, retail, services and entertainment
- being generally well served by multiple public transport routes (many being on the rail network), and on the Principal Public Transport Network or capable of being linked to that network
- a very large catchment covering several suburbs, and attracting activities that meet metropolitan needs
- the potential to grow and support intensive housing developments without conflicting with surrounding land uses.

Major Activity Centres have similar characteristics to Principal Activity Centres but serve smaller catchments and are generally smaller in scale. Where catchments overlap in any part of the network of centres, the priority for investment and location of significant land uses will be given to Principal Activity Centres.

The key features of Neighbourhood Activity Centres are:

- generally, a limited mix of uses meeting local convenience needs
- generally less than 10,000 square metres of retail floor space
- accessible to a viable user population by walking and cycling

- accessible by local bus services, and public transport links to one or more Principal or Major Activity Centres
- their role as important community focal points, ideally close to schools, libraries, child care, health services, police stations and other facilities that benefit from good public transport.

The Local Planning Policy Framework (LPPF) can be used to further clarify the distinct role of different Neighbourhood Activity Centres. Initiative 5.5.2 in *Melbourne 2030* will further help councils to support local convenience services.

A major concern is that designation as a Neighbourhood Activity Centre could be seen as earmarking that centre for higher density housing and more intense development.

*Melbourne 2030* (page 49) is clear that any higher density housing in and around Neighbourhood Activity Centres 'should be designed to fit the context and enhance the character of the area while providing a variety of housing options for different types of households'. As with the larger activity centres, some Neighbourhood Activity Centres may offer more opportunities than others. Nevertheless, the development of new housing that is accessible to services and facilities is the essence of *Melbourne 2030*, and strategies to improve accessibility at the local level will be an important component of delivering *Melbourne 2030*. This will also improve the likelihood of such centres being economically viable.

All activity centres, including Neighbourhood Activity Centres, will present their own opportunity to accommodate future growth. Through tasks such as the Regional Housing Working Groups, the Urban Development Program and Structure Planning for Activity Centres and Growth Area Planning, the ability for different locations to contribute to the policy will be better understood. These are outlined and discussed in draft Implementation Plans 2, 3 and 4 - 'Growth areas', 'Housing' and 'Activity centres'. With more than 900 Neighbourhood Activity Centres, action to encourage appropriate development around these areas will take pressure off established residential areas and will also provide greater certainty for the development industry.

The issue of viability of Neighbourhood Activity Centres needs further work. Often councils push for the development of these centres, but there is no market interest. This results in sparsely distributed activity centres and a lack of easily accessible convenience services for the local population. While increased household densities may help, this presents a challenge for the implementation of *Melbourne 2030's* Neighbourhood Principles, particularly for outer

metropolitan councils as they implement their growth area plans.

Provision of local centres will be part of the Sustainable Neighbourhoods Project and the growth area review process. As mentioned above, guidelines to assist local government in supporting local convenience services will also be developed that will provide guidance in this area (Initiative 5.5.2). This issue is also discussed in Policy 5.5.

#### **Priorities for implementation**

In response to your comments we commit to:

- supporting local government in its structure planning for activity centres in order to further define the role and function of specific Principal and Major Activity Centres as part of the network of centres
- working with local government to ensure that development in and around Neighbourhood Activity Centres is designed to fit the context and enhance the character of the area while providing a variety of housing options for different types of households
- gaining a better understanding of the ability of Neighbourhood Activity Centres to accommodate future growth through programs such as the Urban Development Program, Regional Housing Working Groups, Growth Area Planning
- providing guidelines to help local government support local convenience services

We are giving immediate priority to these projects:

- Regional Housing Working Groups
- Structure Planning Program for Activity Centres
- Urban Development Program
- Growth Area Planning
- Sustainable Neighbourhoods Project

## How 'final' is the list of activity centres and of Transit Cities?

### Your comments

In terms of the identification of individual centres, submitters want a clear explanation of the rationale for the selection of activity centres.

A few councils believe the role and function of individual centres should flow from structure planning and that there should not be a preconceived expectation of growth. Some are of the firm view that activity centres should be finally designated only after this detailed work has been undertaken.

Richmond RAID submits that the location of activity centres and the criteria for designation should have been subject to community consultation before being published in *Melbourne 2030*. VPELA supports the list of centres, provided that centres can be reclassified.

A number of submitters claim that some activity centres are at capacity thereby implying that they should not be subject to the policy.

Another expresses serious reservations about there being an adequate supply of land in activity centres, identifying some key constraints to supply and calling for Government intervention to guarantee a viable supply of land in activity centres.

The City of Yarra comments that existing residents and businesses are competing for space in activity centres. Bayside City Council feels it cannot sustain development pressure in the long term 'without significantly compromising the attributes that make Bayside a valued and desirable place to live - neighbourhood character, high residential amenity and both aesthetic and scientific environmental qualities'.

Submitters also want *Melbourne 2030* to provide guidance on how the classification of individual activity centres can be changed.

The City of Greater Dandenong advocates that the future designation of any new activity centres should be undertaken at regional level, particularly as activity catchments cross municipal boundaries. It also asks that quantifiable criteria be developed for the categorisation of activity centres, to guide the future development of centres and their potential upgrading.

One submitter seeks more commentary on the way the Transit Cities have been chosen.

The City of Greater Dandenong believes Transit Cities should be of a higher order within the classification system.

### Our response

The State Government has chosen more than 100 Principal, Major and Specialised Activity Centres as locations for change. During the *Melbourne 2030* consultation phase, a draft list of activity centres was modified following consideration of draft designations at the forum for mayors and chief executive officers in July 2001. The final list of activity centres is based on each centre's ability to achieve *Melbourne 2030*'s objectives for activity centres.

Neighbourhood Activity Centres will be identified by local government as part of the implementation of *Melbourne 2030*.

The concept of designating activity centres for planning purposes is a powerful planning tool that provides a significant amount of certainty to all stakeholders about the spatial distribution of growth in the future. This aspect of *Melbourne 2030* addresses concerns raised by stakeholders, including local government and the community, about the 'non-geographical' nature of previous metropolitan policies and strategies. It must be remembered that the list of activity centres can be changed through the planning scheme amendment process. Requests for specific changes raised through submissions are addressed in the section on draft Implementation Plan 4 - 'Activity centres'.

The process for designating future activity centres in growth areas is discussed below. For other areas a proposal for a new activity centre is formally recognised through the planning scheme amendment process.

Essentially, the network of activity centres is not static. It can and will be changed as new centres emerge or particular centres move between categories (such as an upgrade of a Neighbourhood Activity Centre to a Major Activity Centre).

Greater Dandenong's suggestion of regional strategic work is supported. The regional approach, as proposed with the Regional Housing Working Groups, has many benefits and is largely supported by submitters. This approach has the potential to be translated to activity centre planning. It will be used by inner Melbourne councils in their work on an inner Melbourne framework (Initiative 4.2.1).

As for Transit Cities, the nine metropolitan centres designated as Transit Cities in *Melbourne 2030* have been carefully selected. The aim is to enable Government to demonstrate the principles of a robust, transit-oriented, mixed use activity centre as well as a 'place management' approach to the revitalisation of activity centres. The chosen centres allow Government to work in partnership with local government, the community and the private sector to

demonstrate a range of delivery mechanisms that will achieve a revitalisation of a centre.

The Transit Cities and Place Management Program allow the Government and its strategic partners to lead by example. The current selection of centres provides a diverse range of issues and challenges. It enables differing approaches to be trialled and initiated as models for other centres to adopt, depending on their circumstances.

A further classification to recognise Transit Cities would be confusing as these are demonstration projects. They do not form a separate classification of centres for planning purposes. The current Transit Cities have been selected from the list of Principal Activity Centres, the largest activity centres in Melbourne, and those which were considered suitable based on the discussion above.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with local government in their structure planning for activity centres to ensure that the development of activity centres is appropriately managed
- considering future changes to the network of activity centres through the planning scheme amendment process

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Urban Development Program
- Growth Area Planning

### **Does the policy cater adequately for circumstances such as strip centres and activity corridors, stand-alone centres and mixed-use areas?**

#### **Your comments**

The City of Boroondara submits that the classifications must recognise activity corridors such as the Burwood Road/Camberwell Road corridor or face the possibility that Boroondara's strategic objectives to encourage development along this corridor may be perceived as out-of-centre development. This has implications for many other locations.

Yarra City Council also comments on the overlapping and linear nature of its activity centres and the implications for future development of its municipality.

Some submitters support recognition of stand-alone centres in *Melbourne 2030*, others oppose it. One council is concerned about stand-alone and traditional activity centres being in the same classification system. Some submitters want *Melbourne 2030* to take a stronger stand on car-based centres and consider that by designating such centres as Principal and Major Activity Centres they are being encouraged to expand. One submitter suggests that to help the smaller centres, upper limits should be imposed on stand-alone car-based centres.

Darebin City Council comments that consideration should be given to not recognising stand-alone centres as activity centres given that they are in private ownership, often remote from public transport and unlikely to be developed to meet activity centre objectives. Darebin suggests an additional category should be created to acknowledge stand-alone centres and their specific role.

Bayside City Council wants to ensure that stand-alone centres such as Southland and Chadstone do not build upon their monopolistic status at the expense of traditional activity centres under multiple ownership.

Some inner Melbourne councils feel that *Melbourne 2030* is more relevant to areas where there are discrete business/retail areas or small strip centres surrounded by residential development. They think it should provide direction on the role of mixed use areas.

Melbourne City Council comments that many areas in Carlton, North and West Melbourne and Southbank are within the Mixed Use Zone, and that council supports the retention of these existing businesses and the establishment of new businesses within them. There is a view that *Melbourne 2030* discourages development of these areas and that council's policies would be contrary to *Melbourne 2030*. Melbourne City Council and the City of Maribyrnong suggest that the activity centre policy be amended to address this issue.

#### **Our response**

The policy and the proposed approach to implementation cater for this form of development. *Melbourne 2030* identifies each activity centre by its recognised name and by indicating its general location on a map. In their strategic planning work, local councils will need to confirm the extent of each centre.

The structure planning process should include identifying the boundaries of the centre, or where necessary, redefining them to provide for new and expanded activity.

Defining the boundaries of activity centres will help with their planning as integrated mixed use centres, and will guard against tendencies like elongated development along main roads and

away from the retail core or public transport hub. *Melbourne 2030* does not intend that a dot on the map requires a concentric form of centre.

In strip shopping centres along tram lines, their boundaries will be set by the scale and nature of uses and development as indicated through detailed structure planning.

Sydney Road, Brunswick / Coburg is an example. *Melbourne 2030* identifies Brunswick and Coburg as separate activity centres. Depending on the council's strategic framework for this strip, the designation of precincts through structure planning can indicate where council seeks to focus a greater level of change with mixed use activity and higher density housing.

Activity corridors such as Burwood Road, Camberwell could be included within the boundaries of a nearby activity centre. Alternatively, they may be nominated as a separate activity centre and recognised as such through the planning scheme amendment process, or they may be treated as an 'out-of-centre' commercial area.

DSE will assist councils preparing planning scheme amendments to include strip centres in the activity centre network where it can be demonstrated that the centre contributes positively to the overall network and meets the key objectives for the development of activity centres.

Many stand-alone centres are recognised in *Melbourne 2030*. Where they either meet or have the capacity to meet the characteristics of activity centres as set out in *Melbourne 2030*, in particular public transport accessibility, their designation as an activity centre should be considered equally with other centres. As with some traditional strip shopping centres, stand-alone centres present many challenges for the implementation of the activity centre policy. These will have to be worked through during the implementation phase.

In relation to improved transport at stand alone centres, studies will be undertaken to improve existing public transport services and interchanges at stand-alone shopping centres on a case by case basis.

Because stand-alone centres dominate in some parts of Melbourne, especially the outer areas, it is important to recognise their role in the network of activity centres and to try and improve their contribution to the network.

The designation of stand-alone centres in *Melbourne 2030* should not adversely affect centres. The activity centre policy ensures that any new proposal will be considered in terms of its overall impact on the network. The policy also ensures that any expansion to these centres will improve their contribution to the activity centre network and their relationship with the PPTN.

The role and treatment of mixed use areas within the City of Melbourne, and municipalities within the Central Melbourne area, will be investigated as part of the Inner Melbourne Framework (Initiative 4.2.1).

In all other locations, mixed use areas outside the boundaries of identified activity centre are deemed to be out-of-centre locations. Any further development in or expansion of these areas will need to meet the outcomes in *Melbourne 2030* for out-of-centre development. Alternatively, such centres can be planned as activity centres by council and through the normal amendment process be nominated for designation as an activity centre, understanding that particular policy outcomes will need to be achieved for the centre.

#### **Priorities for implementation**

In response to your comments we commit to:

- supporting local government in its structure planning for activity centres
- ensuring that any expansion of stand-alone centres improves their contribution to the activity centre network and their relationship to the PPTN
- working through the challenges posed by stand-alone centres during the implementation of *Melbourne 2030*
- undertaking studies to improve existing public transport services and interchanges at stand-alone shopping centres on a case by case basis
- investigating the role and treatment of mixed use areas within the City of Melbourne and municipalities within the Central Melbourne area as part of the Inner Melbourne Framework

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Regional Housing Working Groups
- Development of out-of-centre assessment criteria
- Activity Centre Design Guidelines
- Inner Melbourne Forums and Action Plan
- Growth Area Planning



## What effect will the classification system have on the inner region?

### Your comments

Yarra City Council submits that *Melbourne 2030* should distinguish between the types of activity centres operating in inner Melbourne and those in the middle and outer suburbs. It argues that because the inner region centres already provide a concentration and mix of uses and a range of higher-density housing, these objectives are more appropriate for middle and outer suburbs.

Yarra expresses concern that the proximity of its centres and their overlapping catchments will mean most of the municipality would be earmarked for change under *Melbourne 2030*. Yarra would prefer to focus its housing growth and higher density development in identified major redevelopment sites, such as former industrial sites, rather than in and around activity centres.

The City of Stonnington states that some of its activity centres already meet *Melbourne 2030*'s objectives for activity centres and are at capacity. It gives the South Yarra/Prahran area as an example of a location which has absorbed significant development in the last 10 years.

RAID comments that *Melbourne 2030* clusters many activity centres in the inner region, in suburbs such as Richmond, but provides no incentives for development to occur outside the inner area to change this pattern. This group supports the concept of classification of centres, but observes that designation as a higher order centre may not necessarily mean that a centre will function according to its designation. Incentives need to be provided to kick-start centres outside the inner area. RAID also suggests that development should be decentralised, with opportunities provided for self-contained and self-sufficient centres in underutilised centres and regional centres.

### Our response

The view that *Melbourne 2030* provides no incentive for development beyond the inner region is incorrect. The activity centre policy clearly provides for a network of centres across the metropolitan area and aims to encourage investment across the network. The Government is committed to implementing the policy beyond the inner ring of municipalities as evidenced through programs such as Transit Cities (most of which are in middle or outer areas), financial support which is being made available to councils across Melbourne to undertake structure planning, and the expansion of the PPTN.

All councils will be able to work collaboratively through the Regional Housing Working Groups

to determine the planned distribution of new households across each region and municipality.

The State Government will work with the Cities of Melbourne, Yarra, Stonnington and Port Phillip to contribute to the development of a broad planning framework for the inner Melbourne region through the Inner Melbourne Forums and Action Plan.

The City of Yarra's comments in relation to overlapping catchments and implied change represents a misinterpretation of *Melbourne 2030*. Councils will be required to identify the boundary of each activity centre as part of the structure planning process. This will need to take into account existing land uses and development, the capacity for growth and change in the centre and characteristics such as heritage and open space. It is not based on an indiscriminate blanket approach that would result in the outcomes the City of Yarra has raised.

The City of Yarra's desire to focus housing growth and higher density development around key redevelopment sites should be supported, and its concerns about the scale of change in activity centres can best be addressed through undertaking detailed structure planning for the centres. Structure planning will be vital in determining relative scales of development within different precincts of centres given existing contexts and constraints to development such as heritage.

A response to the City of Stonnington's concerns is contained earlier in Policy 1.1 under the section 'What will be the impact of increased development density?'.

### Priorities for implementation

In response to your comments we commit to:

- implementing the activity centres policy across the whole of metropolitan Melbourne
- supporting development around key redevelopment sites
- working with councils to define the boundaries of their activity centres and developing structure plans for centres

We are giving immediate priority to these projects:

- Transit Cities Program
- Structure Planning Program for Activity Centres
- Regional Housing Working Groups
- Inner Melbourne Forums and Action Plan

## Is activity centre policy suitable for outer areas?

### Your comments

Some outer metropolitan councils are unclear about how the policy should be translated for the differing circumstances of growth areas. Wyndham City Council suggests creating categories for 'planned' activity centres.

Kingston comments on the importance of implementing the activity centre policy in growth areas, particularly in relation to providing more intense housing development. It says planning in the growth areas should produce similar densities to what is expected in established areas.

Whittlesea provides detailed information about the issues it and other fringe councils face in planning for activity centres in greenfield locations. It wants Government to take a lead role in facilitating the form of development envisaged in *Melbourne 2030*.

### Our response

The activity centre policy provides a basis to plan for activity centres in growth areas. The growth area review process will immediately test its robustness.

As growth area plans, other local strategic planning and private development proposals are developed and put in place, any new Principal, Major or Specialised Activity Centres will need to be recognised in *Melbourne 2030* and within planning schemes. Any proposal is required to be strategically justified through the normal planning scheme amendment process.

The adopted growth area plans will indicate the location of future activity centres. These will have statutory force through a Ministerial Direction. Planning authorities (generally councils) will be required to have regard to the growth area plan in preparing an amendment to the planning scheme.

#### Priorities for implementation

In response to your comments we commit to:

- implementing the activity centres policy across the network, including growth areas

We are giving immediate priority to these projects:

- Growth Area Planning
- Structure Planning Program for Activity Centres

## How will State and local governments work together to implement activity centre policy?

### Your comments

In general it is agreed that a partnership approach between State and local government is paramount, given the substantial amount of work required to implement the activity centre policy and the complexity of the task.

A number of submitters – particularly from the private sector – comment that effective implementation will require ongoing State Government involvement because of the likely resistance to change from existing local residents and some councils.

Some comment that *Melbourne 2030* must articulate the State Government's role. The PCA calls for the State Government to coordinate overall implementation of Direction 1 of the Strategy, rather than relying on councils.

Some support the policy on the basis that necessary infrastructure, including the PPTN, is funded before centres are allowed to develop. Certainty regarding the timing and funding of infrastructure is raised as a key issue by the City of Whittlesea. In its view *Melbourne 2030* provides the framework for commitments to infrastructure but must also address critical issues of funding and timing.

A number of submitters consider that suitable State-level support (and where necessary, intervention) may be needed for the activity centre review process. As mentioned previously, one wants Government intervention to guarantee a viable supply of land in activity centres to ensure *Melbourne 2030* policy can be delivered.

In regard to the preferred management arrangements for implementation of the policy, most councils want to retain their planning responsibilities. However, many express concern about lack of local resources and suggest areas where State Government assistance would be helpful.

The MAV makes a detailed submission about establishing a partnership approach to administer and implement activity centre policy. It advises that a range of administrative structures already exists and that 'implementation of the policy requires flexibility to allow for cooperative mechanisms between agencies or authorities'. It notes that these may even change over time as a centre develops.

The MAV feels that councils will benefit from being provided with information about examples of approaches, and suggests that it should work with DSE to prepare an expanded options paper on partnership models for

activity centres, for circulation to local government to stimulate discussion.

The MAV also submits that early successes with high priority projects supported by the State Government would help councils with the revitalisation of activity centres.

### Our response

For *Melbourne 2030* to be successful, a close partnership between State and local government is crucial. *Melbourne 2030* recognises that local government needs to play a significant role in the implementation of the activity centre policy (refer page 52). State Government leadership is imperative. While not specifically highlighted in Policy 1.1, this is clearly set out in the draft Implementation Plans and under 'Implementing *Melbourne 2030*' (page 175).

A final implementation program will be prepared for all aspects of *Melbourne 2030*. It will include prioritisation of actions and the role of State Government, local government and other stakeholders.

The MAV's suggestion of releasing a paper on partnership models for activity centres is supported.

#### Priorities for implementation

In response to your comments we commit to:

- working in partnership with local government in implementing the activity centres policy
- providing State Government leadership in the implementation of activity centres policy
- preparing a final implementation program that will include prioritisation of actions and the role of State Government, local government and other stakeholders
- releasing an options paper on partnership models for activity centres

We are giving immediate priority to these projects:

- Structure Planning Advice
- Transit Cities
- Implementation Program

## How will activity centres be managed in the immediate future?

### Your comments

A few submitters seek guidance about how to manage pressure for development during the transition period until detailed local planning has been undertaken.

Melbourne City Council advocates the 'precautionary principle' approach to development around activity centres and other areas to ensure that major developments do not proceed until relevant strategic work is done. The City of Boroondara requests that there be the ability to form an interim policy control over activity centres to ensure that all directions of *Melbourne 2030* and existing structure plans are taken into account, not just Direction 1, and that the onus is placed on developers to justify their proposals in this context.

RAID comments that implementation of the activity centre policy should be put on hold until structure plans are prepared for all activity centres, as *Melbourne 2030* is a 30-year plan, not a two-year imperative.

Kingston City Council considers that it and VCAT should not approve proposals that could compromise implementation of the activity centre policy.

### Our response

Under pre-existing and current State planning policy councils are required to concentrate activities around activity centres and plan them in an integrated way. Planning and responsible authorities are required to take *Melbourne 2030* into account as 'seriously entertained planning policy'. It is therefore not necessary nor practicable for the application of *Melbourne 2030*'s activity centre policy in decision-making to be put on hold. Structure planning for all centres will take some time to complete – a structure planning exercise generally takes up to two years. As structure plans are progressed, the tests for a seriously entertained strategic plan are likely to apply (see Appeal Decision P82/1162 – 30 December 1982 – *Australian Aluminium Shopfitters and Glazing Company Pty Ltd v City of Fitzroy*) and it should be considered in planning decision-making.

*Melbourne 2030*'s legal status was confirmed in a recent VCAT decision. The decision is outlined in the introduction to this report, under 'The Scope of *Melbourne 2030*'. VCAT found it necessary to have regard to the document in its entirety. This includes Direction 5 and the importance of neighbourhood character, heritage and urban design issues. Direction 1 does not override other directions.

Current local planning policy and controls will also continue to have status and be important in the planning of these areas, until structure planning is completed and changes to planning schemes will give effect to it. We acknowledge the work of councils to date in developing robust planning policies that balance community interests with broader State objectives. Councils should review and update their LPPFs in light of the directions and policies of *Melbourne 2030* and ensure that planning for activity centres is consistent with State policy.

*Melbourne 2030* aims to protect Melbourne's suburbs whilst encouraging appropriate development. Therefore, the need for interim controls will be considered by the Government on a case-by-case basis.

Changes that will obstruct the implementation of *Melbourne 2030* will not be supported. Changes that are consistent with *Melbourne 2030*, fill a policy gap or protect future options may be supported on the basis that detailed planning provisions will be developed through the normal process.

The concerns about managing the transition period are noted and discussions are currently underway with stakeholders to ensure a robust decision making framework is in place whilst structure plans are being finalised.

#### **Priorities for implementation**

In response to your comments we commit to:

- supporting local government in their structure planning for activity centres
- considering the need for interim controls on a case-by-case basis

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Structure Planning Advice

# Policy 1.2

Broaden the base of activity in centres that are currently dominated by shopping to include a wider range of services over longer hours, and restrict out-of-centre development

## Level of comment on this policy

- medium

## Key messages in submissions

- general support from councils for an improved decision-making framework for activity centres and for strong controls on out-of-centre development
  - zoning and other controls for commercial development, particularly retailing, should reinforce the directions of the policy, provide incentives for in-centre retailing and provide the means to carefully assess the impacts of stand-alone development outside centres, particularly in industrial areas
  - some retailers, in particular for bulky goods and supermarkets, want *Melbourne 2030* to recognise the benefits to the community of businesses that may be located out-of-centre
- 

## Should we broaden the range of uses within activity centres?

### Your comments

Expanding the range of uses within activity centres is supported by a number of submitters, particularly councils. The barriers to expanding the range of uses in centres include:

- the tendency of shopping centre owners to monopolise landholdings in and around a centre
- the difficulty of protecting sensitive uses such as housing in centres from the effects of commercial activity, such as noise
- the difficulty of locating within centres those uses that have large 'footprints' and generate many car movements, such as sports and entertainment.

Councils support the location of government and other services in centres. Co-location of Government services in activity centres will be important to their success. Councils also support limiting the proportion of some uses within a centre (such as restaurants) to ensure that centres retain diverse uses and remain desirable destinations for convenience shopping.

In supporting the policy, several submissions note that activity centres could build on synergies with nearby activities such as tertiary education. Implementation also needs to clarify which emergency services should be located within or near centres.

Attracting and maintaining a diverse mix of uses within activity centres will have zoning and urban design implications. Submitters want the State Government to develop tools for achieving an appropriate mix of uses in centres, as well as guidelines about managing conflicts between sensitive uses in and around activity centres.

One council says that obtaining the appropriate mix of uses across activity centres, so that they are attractive destinations, is a regional challenge beyond the capacity of individual councils.

There is a call from some submitters for strong policy guidance, a possible new activity centres zone, and more appropriate and up-to-date definitions of retailing in planning provisions.

The preferred location of medical and child care facilities will need to be examined in updating the planning provisions. One council says there is a case for locating such facilities in residential areas rather than in centres.

Submitters say that positive incentives will be needed to attract the appropriate mix of businesses, especially to smaller centres. These could include assistance with land assembly and streamlined planning decision processes within a structure plan framework. Timid attitudes of financiers to mixed use development are also noted as a barrier.

In addition, submitters suggest that development contributions need to be levied equitably on in-centre and out-of-centre developments, as they could be a disincentive to in-centre development.

## Our response

We acknowledge that there will be significant change in the way land within activity centres is used. Implementation of *Melbourne 2030* will involve monitoring the applicability of statutory tools to implement structure planning, guidance on the management of amenity issues in centres, and developing VicUrban's role in land assembly (the former Urban and Regional Land Corporation combined with the Docklands Authority).

In the development of guidance information to support the implementation of *Melbourne 2030* (such as the structure planning practice note, performance criteria for activity centres and design guidelines), consideration will be given to resolving potential conflicts between uses within and on the edge of activity centres and providing for residential amenity within centres.

The current project to develop guidelines for residential development for buildings of four or more storeys (ResCode+) provides the opportunity to include principles for the provision of residential amenity in centres and to explore the resolution of conflicts between uses within and on the edge of centres and local neighbourhoods.

### Priorities for implementation

In response to your comments we commit to:

- investigating methods to foster an appropriate mix of uses within activity centres, minimise conflicts between uses and provide car parking guidance
- considering ways to resolve potential conflicts between uses within and on the edge of activity centres and providing for residential amenity within centres. These issues will be considered in the Structure Planning Advice, performance criteria for activity centres, design guidelines and in monitoring the applicability of the statutory tools used in the implementation of structure planning
- developing VicUrban's role in land assembly

We are giving immediate priority to these projects:

- Monitoring of Structure Planning and Statutory Tools for Activity Centres
- Structure Planning Program for Activity Centres
- Structure Planning Advice
- Activity Centre Design Guidelines
- ResCode+ (four storeys and above)

## How can new forms of retailing be accommodated and what should they look like?

### Your comments

Councils that are experiencing an influx of out-of-centre retailing in industrial areas particularly support greater control of such development. The adverse impacts noted for out-of-centre retailing include:

- increased traffic generation
- poor quality development in industrial areas for discount retailing that is clearly only just viable
- erosion of industrial development opportunities, such as the use for fragmented retailing and consequent loss to industry of large sites strategically positioned near ports.

Submitters say the adverse impacts and long term effects of out-of-centre locations need to be factored into the assessment criteria for such developments.

Further, if net community benefit is used to assess out-of-centre development applications, this should include mechanisms for scrutinising the claimed economic benefits of out-of-centre development and for comparing these benefits with adverse impacts, including loss of industrial opportunities.

To provide retailers with an alternative to the stand-alone 'big box' outlet, it is suggested by some submitters that implementation of *Melbourne 2030* should include producing design strategies for bulky goods and superstore buildings so that they can be commercially viable within activity centres. It should not be assumed that a big box is the only possible design format for certain forms of retailing.

Several councils support strong and diverse activity centres but say that existing commercial and other employment outside activity centres should be recognised and supported. One council is concerned that such areas could otherwise become 'rustbelts'. Another council worries that inner urban mixed business-cum-residential areas that currently work well but are outside defined activity centres will become less viable and lose the benefits of mixed use if business uses are squeezed out under the policy.

## Our response

The targeting of industrial areas for new forms of retailing is a real issue for the implementation of *Melbourne 2030*. The current industrial zones will be assessed to determine their impact on the implementation of the activity centre policy. This work will be undertaken as part of the work on out-of-centre assessment criteria.

We support the development of alternative design strategies to the big box format for bulky goods retailing. We will develop design guidelines on locating bulky goods and other emerging retail forms within activity centres and at the edges of activity centres. This can either be included in the draft Activity Centre Design Guidelines released with the draft Implementation Plan 4 – ‘Activity centres’, or it can be produced as a separate guideline.

The assessment process for out-of-centre development should ensure adequate consideration of the long-term impacts of this form of retailing on the viability of industrial areas, and the contribution that the area makes to local employment.

### Priorities for implementation

In response to your comments we commit to:

- supporting the existing industrial zones, and monitoring their effectiveness in protecting industrial land resources from incursions by other non-compatible uses
- developing design guidelines on locating bulky goods and other emerging retailing forms within or on the edge of activity centres, including alternative design strategies to the big box retailing format for bulky goods retailing

We are giving immediate priority to these projects:

- Activity Centre Design Guidelines
- Structure Planning Program for Activity Centres
- Development of out-of-centre assessment criteria
- Monitoring of Structure Planning and Statutory Tools for Activity Centres

## What are the benefits of out-of-centre retailing?

### Your comments

Representatives of bulky goods retailers in particular say that *Melbourne 2030* does not sufficiently recognise benefits to consumers of out-of-centre locations. These benefits are summarised as:

- providing retailing in convenient locations close to homes with the facility to drive and park at the location for transport of bulky goods
- higher levels of employment and retail service
- lower costs as a result of cheaper land
- comparison shopping and one-stop shopping, such as that offered at homemaker centres
- the general benefit of ‘fair access’.

In addition, ALDI Stores cite the generation of local employment and support for local businesses as community benefits of out-of-centre retailing. ALDI also emphasises that in new areas it finds it is providing for the daily grocery needs of residents – for these people ALDI operates as much as a convenience store as a conventional supermarket. Several submitters also say that out-of-centre retailing reduces traffic congestion.

To allow for out-of-centre development, ALDI asks that the Victoria Planning Provisions (VPP) be amended to introduce a new land use term of ‘General store’ which could be defined as: ‘A building with a leasable floor area of no more than 1500 square metres used to sell essential household products and foods that are prepared off-site’. ALDI recommends that General store be made a Section 2 – Permit required use in the Residential 1, Residential 2, Business 4, Business 5 and Rural zones. ALDI submits that ‘this will allow for ALDI to develop a store directly within communities that it is aiming to service and effectively provide the convenience of everyday grocery items to the customer in close proximity to their home.’

The Bulky Goods Retailers Association (BGRA) says *Melbourne 2030* needs to recognise cluster developments around homemaker centres as a major retail activity. It submits that facilities such as homemaker centres do not adversely affect the trading roles of other activity centres, and their benefits to consumers should be recognised.

The City of Port Phillip believes the concept of net community benefit should be better defined, and that consideration of proposals for out-of-centre retailing should ‘not merely be argued on the basis of a suggested economic or

employment benefit alone. The benefits to be gained should also be measured against the existing benefits potentially lost from existing centres'.

### Our response

It is recognised that out-of-centre development can have benefits for consumers. But these must be weighed against the costs to the community of this type of development, including increased reliance on car use. This causes greater difficulties in providing equitable access to all segments of the population, and does not contribute to a local sense of place.

In addition, benefits such as reduced congestion and greater convenience for consumers may be overstated. The impacts of out-of-centre development on traffic and travel patterns need further investigation, as does the concept of out-of-centre development providing fair access to retailing.

The development of out-of-centre assessment criteria will include investigation of the net community benefit of out-of-centre locations for retailing facilities. The methodology and findings should be factored into assessment guidelines.

ALDI's request to amend the VPPs is not supported. *Melbourne 2030* provides such retailers with a wide choice for locating their stores within over 100 Principal and Major Activity Centres and over 900 Neighbourhood Activity Centres across Melbourne.

The planning system offers a range of options to retailers to open up these opportunities in and around activity centres:

- apply for a planning permit in a Business 1 or 2 Zone in an activity centre
- extend the boundaries of an existing activity centre by applying for a combined permit and amendment to rezone land to Business 1 or 2 on the edge of an existing activity centre
- create a new activity centre by applying for a combined permit and amendment
- apply for a planning permit in a Business 1 or 2 Zone in an out-of-centre location. This is a less preferred option from a policy perspective, but under the current VPP the use of land for Shop does not require a planning permit.

ALDI's request to amend the VPP represents a significant change to the planning system in Victoria, one that is unprecedented in terms of potential impact on established areas. The requested amendment to the VPP will also undermine the network of activity centres and provide ALDI and similar format stores with an advantage over other retailers in being able to locate away from commercial areas.

### Priorities for implementation

In response to your comments we commit to:

- investigating the net community benefit of out-of-centre development including matters such as impacts of out-of-centre development on traffic and travel patterns and the potential contribution to fair access to retailing

We are giving immediate priority to this project:

- Development of out-of-centre assessment criteria

## How hard is it to find sites within centres for bulky goods retailing?

### Your comments

Most submissions from bulky goods retailers say that it may be difficult to find suitable sites within activity centres to meet demand for their products and services. Contributing factors are identified as:

- the large amount of land needed to house the range of goods and parking needed to attract custom – Bunnings say a large store and parking requires a level site of up to four hectares
- the need for cheap land in order to offer competitive prices on bulky goods and trade supplies
- single ownership of shopping centres and the land around them, which gives existing shopping centres inordinate power to reduce competition with their existing tenants and to keep their expansion options open (noted in submissions from ALDI and the BGRA)
- the visual and nuisance impacts of large stores and frequent truck deliveries, as noted by the BGRA.

Bunnings says that since cars are the preferred form of travel to such facilities, locating bulky goods retailing in centres will not achieve the same mode shift to public transport as concentrating other activities in centres. Therefore bulky goods retailing would be better located on the edge of centres, leaving in-centre locations to public transport-oriented uses.

The BGRA and Bunnings support the sequential approach to deciding on out-of-centre applications for retailing, provided that it allows for out-of-centre development if that is the most appropriate location.

Bunnings recommends a sequential approach for proposed trade supply stores, based around site availability in-centre, exploration of edge-of-centre locations based on land values and road



access, and if no suitable sites exist, approving out-of-centre locations which meet criteria for 'good town planning outcomes and good commercial location outcomes'.

It is suggested that the site features that bulky goods retailers look for should be taken into account in framing the criteria for assessing appropriate locations. Bunnings suggests that out-of-centre hardware retailing in superstores be catered for by allowing for 'trade supplies' in the criteria for out-of-centre facilities.

Other suggestions to overcome the difficulty of finding suitable sites for retailing with large land requirements include broadening the scope of activity centres, catering specifically for bulky goods in edge-of-centre guidelines, and making specific provision for the creation of new activity centres.

Most comments on this topic note the magnitude of the task involved in translating the desire to locate big box-style retailing in activity centres into effective planning on the ground – and express keenness to be involved in this task.

The BGRA says that allowing more centres to be created, provided these meet planning criteria, would avoid monopolistic restrictions on trading and ease congestion in existing centres. Guidelines are needed on how new centres can be established.

ALDI maintains that its specific form of retailing (a quality discount, limited assortment general store of less than 1500sqm) should be considered for out-of-centre locations because of the difficulty in finding suitable unconstrained land within centres.

In regard to the assessment criteria for out-of-centre development proposals, Bunnings says the criteria in the implementation plan and the activity centres policy neglect the wider community benefits that can flow from edge-of-centre and out-of-centre locations for specific uses, because they are biased towards the sustainability benefits of clustering. Bunnings maintains that the integrated performance criteria for activity centres in the policy appear to provide a more balanced assessment, including social and economic criteria.

ALDI recommends additional assessment criteria for out-of-centre retail proposals, to highlight the community benefits of small-scale retail stores such as ALDI supermarkets. These benefits, it says, include reduced traffic congestion, convenience, local employment and support for local business, and the capacity to be a good neighbour in residential areas.

Darebin City Council calls for the State to develop guidelines for the location of big box retailing, in order to ensure consistency in assessment across the metropolitan area and clearly define what constitutes a big box use.

## Our response

We acknowledge that more guidance is required for councils and industry on how to accommodate and manage big box retailing to provide certainty about how to deal with such uses.

Submissions such as that from Bunnings emphasise that large retailing formats 'tend to be customer destinations in themselves', and use this argument as a fundamental reason why they should not be allied to activity centres. However, *Melbourne 2030* says that stand-alone facilities remote from other attractions generate more car trips and longer journeys, and reduce opportunities for equitable access (page 55).

Large stand-alone retail facilities also act as magnets for smaller shops, thus undermining existing activity centres that may have been the focus of public investment and community life over many decades. This also generates a demand for duplicated facilities elsewhere.

However we also recognise that new forms of retailing are a response to consumer demand, and that planning must be flexible in its approach to these trends.

The challenge of finding suitable sites for new forms of retailing and integrating them into the urban fabric does need to be taken into account in implementing *Melbourne 2030*. It is important to recognise that overseas and domestic experience shows that large retailing formats can successfully adapt if land availability is constrained outside centres. Sydenham, Ringwood and Bridge Road Richmond, including Victoria Gardens, provide some examples of where large format uses have been incorporated with more traditional forms of retailing.

The out-of-centre assessment criteria in *Melbourne 2030* do provide for out-of-centre development that avoids unreasonable impacts on existing centres, is accessible to the PPTN, achieves similar transport mode splits to an activity centre, and will improve the economic, social and environmental performance of an existing activity cluster. But compared to an activity centre location, this is a less preferred option.

Councils, landowners, developers and retailers will have to consider land as a non-renewable resource as competition for this scarce commodity increases over the next 30 years. We need to use land more efficiently and develop new skills in planning and in the mechanics of site amalgamation. This process is not new to bulky goods retailers, but should be more widely recognised as part of the development process.

The network of more than 900 neighbourhood activity centres can provide scope for new forms of supermarket and convenience retailing. Strip

shopping centres, in particular, provide convenient access from neighbourhoods and may include under-used premises.

In implementing *Melbourne 2030* there is scope to:

- develop specific guidelines for the design of edge-of-centre development, including bulky goods retailing, to ensure its visual integration into the area and to manage any amenity impacts. This should include the provision of carparking and bulky goods delivery and pickup facilities to ensure that these forms of retailing can be practically accommodated in activity centres
- refine the out-of-centre assessment criteria and provide guidance on how net community benefit is to be determined.

Implementation tasks that will assist in addressing land availability for retailing include:

- undertake structure planning for activity centres and identify sites for large format uses
- utilise VicUrban to assist in site amalgamation
- identify opportunities that may be available on land which is currently in public ownership such as underutilised VicTrack land
- encourage councils, in their management of Neighbourhood Activity Centres, to identify appropriate locations for new forms of supermarket and convenience retailing.

#### **Priorities for implementation**

In response to your comments we commit to:

- supporting local government in its structure planning for activity centres to ensure that large-format uses are allowed for in or on the edge of activity centres
- develop VicUrban's role in land assembly
- identifying opportunities that may be available on land which is currently in public ownership, such as underutilised VicTrack land
- encouraging councils, in their planning of Neighbourhood Activity Centres, to identify appropriate locations for new forms of supermarket and convenience retailing
- develop specific guidelines for the design of edge-of-centre development, including bulky goods retailing, to ensure its visual integration into the area and to manage any amenity impacts. This should include the provision of carparking and bulky goods delivery and pickup facilities to ensure that these forms of retailing can be practically accommodated in activity centres
- considering how net community benefit is to be determined as part of the development of assessment criteria for out-of-centre development proposals

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Development of out-of-centre assessment criteria
- Activity Centre Design Guidelines

# Policy 1.3

Locate a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport

## Level of comment on this policy

- very high

## Key message in submissions

- general support for the policy, subject to addressing issues of neighbourhood character, infrastructure and capacity concerns
- 

## Where is new development best located?

### Your comments

Most submitters support the policy of locating a substantial proportion of new housing in and around activity centres and at strategic redevelopment sites. Among possible positive outcomes, they nominate the reduction of urban sprawl, the protection of green wedges and recreational open space, the preservation of agricultural land, and better utilisation of existing services and infrastructure.

From a biodiversity perspective, Environment Victoria strongly supports the concept of a more compact city and defined limits to urban growth, but this group sees a need to investigate the environmental impacts of population growth and the population carrying capacity of the metropolitan region.

The Catholic Archdiocese of Melbourne offers full support for the policy, believing it will help maintain welfare services and education facilities across Melbourne. The Anglican Centre says much of Melbourne has the infrastructure and space to absorb a higher density of population, and maintains that State and local government and private developers must be encouraged to move in this direction.

KRAMMED supports more development in shopping strips and around stations, but not high-rise development.

SOS restates its support for *Melbourne 2030* but wants to see specific SOS policies adopted. This group believes 'that medium and high-density development should take place in properly chosen locations and in a coordinated fashion, rather than upon an unplanned and sporadic basis'. Greenfield sites should be the priority locations for high density housing because 'the prospective residents know what they are getting;

it makes no sense to visualise how centres ... can be transformed if new developments are not prescriptive in this form; integrated high density housing with high quality public transport and local work opportunities ought to be the blueprint for new suburbs'.

On the other hand, the Shire of Cardinia expresses its support for the policy and hopes that if successful, it will alleviate pressure on growth areas such as the area east of Pakenham. The City of Casey outlines suggestions to refine the initiatives. These include achieving a range of development densities next to new greenfield activity centres that can be comprehensively planned and flagged to the local community from the outset; achieving higher densities in and around activity centres, open space and community facilities to offset lower densities in suburban residential areas; and setting densities through local strategic planning processes rather than through *Melbourne 2030*. Other councils including the Shire of Yarra Ranges, City of Greater Geelong and Wyndham City Council also support the policy.

Brighton Residents for Urban Protection welcomes *Melbourne 2030's* aims of restricting urban sprawl and protecting green wedges. This group says that higher density development should be directed to the developing outer-ring municipalities and to middle ring areas, which are lower in density and are 'not receiving a fair share of the high levels of development occurring in other parts of Melbourne'.

Some submitters qualify their support by suggesting that high rise development may not be acceptable. Several suggest that higher density development of strategic redevelopment sites may be hindered by commercial zoning controls. Banyule City Council indicates concern for the possible threat of increased residential development on the primary commercial function of activity centres.

The HIA is concerned that development in activity centres may be significantly more costly than development elsewhere due to a range of factors including lengthy planning processes and lead times for design and construction phases.

VPELA supports the objectives of the policy and notes that increased densities within the metropolitan area will present social and community changes that would need support in the face of local opposition to higher density development in activity centres. The City of Whittlesea believes that achieving higher densities in and around activity centres will require a significant level of Government intervention.

Others question whether this policy will curb the demand for residential development on the fringe. Some believe that continued development on the fringe is appropriate, subject to increased transport links.

The HIA gives a detailed commentary on population and household projections. It offers alternative forecasts, indicating that by 2030, 40 per cent of all development will have located in greenfield locations, 28 per cent in strategic redevelopment locations and 32 per cent in dispersed residential areas. The HIA believes the overall population and household projections have been underestimated. (This is discussed earlier in 'The basis for *Melbourne 2030*').

The City of Stonnington opposes any higher density residential development occurring in or adjacent to any activity centres within their municipality.

The RAIA proposes that an education program and information campaign be prepared to support higher density initiatives. It suggests the development of a permanent planning and education exhibition. The City of Glen Eira also supports this concept.

## Our response

Locating a larger proportion of households within activity centres across the metropolitan area is critical to many of the other policies within *Melbourne 2030*.

There has long been bipartisan support for a State policy of urban consolidation. The current SPPF requires that in planning for urban growth, planning authorities 'should encourage consolidation of existing urban areas while respecting neighbourhood character ... [and] encourage higher density and mixed use development near public transport routes' (Victoria Planning Provisions, Clause 14.01-2).

*Melbourne 2030* reaffirms this policy position. Results of public consultation while developing *Melbourne 2030* make it clear that Melburnians want to protect green wedges and established

suburbs by concentrating most of the significant change in and around activity centres. By locating more housing in and around these and other strategic redevelopment sites, pressure on other locations can be relieved over time.

The HIA submission that offers alternative distributions for new housing appears to be based on current trends. The proposed distributions within *Melbourne 2030* are about changing trends. They have taken into account policies and initiatives within *Melbourne 2030* which will contribute over time to an overall reduction in the proportion of housing locating in greenfield and dispersed residential locations. Growth area planning is one way in which such shifts can be given effect. This is discussed in greater detail at Policy 2.2 and draft Implementation Plan 2 – 'Growth areas'.

*Melbourne 2030* identifies at metropolitan level locations that are best suited for future growth and change, having regard to other policies such as more efficient use of infrastructure, reducing outward urban expansion to protect green wedges, protection of neighbourhood character, and development of a well-connected network of activity centres well served by public transport.

This policy establishes a framework to accommodate projected population and household growth. It does this by encouraging a gradual increase over time in the proportion of households locating in and around identified strategic redevelopment sites, thus reducing the overall proportion of households locating in greenfield areas and taking pressure off established residential areas. To help achieve this policy, other policies such as Policy 1.1, Policy 2.2 and Policy 2.3 will ensure that growth is more appropriately distributed across metropolitan Melbourne, including middle and outer ring suburbs (see these sections for more discussion).

All activity centres and strategic redevelopment sites will present their own degree of opportunity to accommodate future growth. Through projects such as the Regional Housing Working Groups, the Urban Development Program, Structure Planning Program for Activity Centres and Growth Area Planning, the ability for different locations to contribute to this policy will be better understood.

DSE is currently revising population and household forecasts based on 2001 census data and updated estimates of populations. Levels of interstate and overseas migration have consistently increased over the last 5-10 years. In light of this, we will revise and update the proposed regional distributions once the projections are finalised.

Over time, as projections are revised and the potential for each region is better known, it may be necessary to revisit the information

contained within the Compact City figure in *Melbourne 2030* (see Figure 17, page 30). This figure could be included within the SPPF, in the same way as the Network of Activity Centres and PPTN figures. This would enable a planning scheme amendment to make adjustments to regional expectations for future household growth as they are revised and updated.

While *Melbourne 2030* identifies activity centres and sets proposed household distributions at a regional level, both levels of government will need to work together to develop the local responses needed to achieve the objectives of the policy. Through the tasks outlined above, councils will be able to define more specific details in relation to the level and degree of change appropriate for individual locations and its contribution toward achieving the overall policy.

The alternative to managing growth in this way would be ongoing, across-the-board, ad-hoc development and change across all residential areas. This would not be sustainable and it is not desirable.

Discussion about redirecting growth to regional areas of Victoria is discussed within 'The basis for *Melbourne 2030*' and Policy 3.1.

An information program on the benefits of urban consolidation and different forms of housing – including higher density housing – will be developed as part of the overall communication strategy for *Melbourne 2030*. This follows suggestions from the RAIA and the City of Glen Eira and is based on initiatives within Policies 9.3 and 9.4.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with local government and other stakeholders to establish a framework that will ensure that growth is more appropriately distributed across metropolitan Melbourne (particularly in middle and outer ring suburbs), that will accommodate projected population and household growth, clearly define the level and degree of change appropriate for individual locations, and respond to local needs
- developing an information program that advises of the benefits of urban consolidation and the role of higher density housing, as part of the overall *Melbourne 2030* communication strategy
- continuing to monitor the availability of major redevelopment sites that become available for residential development as a result of economic change, and continue to inform the housing industry of the quantum and location of such sites

We are giving immediate priority to these projects:

- Regional Housing Working Groups
- Urban Development Program
- Growth Area Planning
- Structure Planning Program for Activity Centres

## Will neighbourhood character and heritage be protected where densities are increased?

### Your comments

Submitters' concerns about locating higher density housing around activity centres appear to relate largely to design aspects and the potential impact of higher density housing, particularly within established areas.

Most who oppose higher density development imply that this type of development destroys neighbourhood character. They mainly highlight the Bayside areas along with Eltham and Diamond Creek, Frankston and Mornington. The City of Hobsons Bay indicates that increasing densities around its activity centres would be difficult. Hobsons Bay supports the policy but is concerned that a number of their activity centres located on the PPTN are constrained and thus unsuitable for increased development. While the nature of these constraints was not specified, Hobsons Bay believes that increased density around activity centres should not occur at the expense of the centre's 'existing character or 'feel'. Other councils indicate similar concerns.

There is specific concern about the potential impact of higher density development on heritage areas. It is suggested that centres appropriate for higher density development must be defined in order to protect heritage buildings. One submitter says it would be inappropriate to develop the heritage areas of Smith and Brunswick Streets, Fitzroy, with buildings exceeding five storeys. The Sunbury Progress Association suggests a maximum height of three storeys in activity centres.

Several submitters are concerned about the loss of trees associated with higher density development and its subsequent impact on neighbourhood character.

The Toorak Village Residents Action Group submits that there is a clear need to regulate the retention of neighbourhood character and to reduce the number of appeals at VCAT. They suggest enforcing an appropriate level of density restrictions on residential areas, including the retention of trees. There are many suggestions that guidelines needed to be strengthened to better protect neighbourhood character.

### Our response

Protecting neighbourhood character and conserving heritage places are important policies at State and local government level. This reflects the fact that heritage places and areas of heritage significance are irreplaceable, and that neighbourhood character is an

important component of sense of place for our community.

The importance of heritage places is reflected in planning schemes within the SPPF. Places of State heritage significance are listed on the Victorian Heritage Register, and in accordance with the SPPF, councils are required to identify, conserve and protect heritage places from inappropriate development. The importance of respecting neighbourhood character was further reinforced with the introduction of the ResCode provisions into the VPP. These policies will be retained and remain important within the planning system (see Policies 5.2 and 5.4 for more detail on neighbourhood character and heritage issues).

*Melbourne 2030* commits to the recognition and protection of neighbourhood character and heritage through policies in Direction 5. These, in addition to policies in the SPPF, will need to be taken into account in determining locations for new development. As reported by a recent VCAT decision (Decision No. P2678/2002), no particular aspect of *Melbourne 2030* necessarily carries greater weight than another, and where there is a conflict or tension between policies, the conflicting interests will need to be balanced. Where there are tensions between policies of urban consolidation and heritage and neighbourhood character, these will need to be considered and balanced by decision makers.

Neighbourhood character and heritage significance need not prevent the pursuit of redevelopment opportunities in and around activity centres. Instead they provide an additional layer of consideration in determining the appropriateness of the level or degree of change that may take place. Opportunities for new development should be considered on a case-by-case basis, taking all policies and objectives into account. In planning for activity centres, councils will need to take into account a range of matters, including their ability to accommodate change, which should include consideration of neighbourhood character and heritage. Where structure planning for an activity centre occurs, then this will provide greater certainty to the community of the type of development that may be expected in that centre.

Planning scheme provisions such as ResCode, the VPP clauses 54 and 55, which control development in residential areas, the new guidelines being developed for buildings of 4 or more storeys (ResCode+), and the Sustainable Neighbourhoods project, supported by appropriate policies that identify suitable locations for higher density residential development, will also help to provide greater certainty to residents and the development industry. Action 1 of draft Implementation Plan 3 - 'Housing' outlines ways in which we will

work with local government to plan for future housing needs.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with local government and other stakeholders to plan for future housing needs in and around activity centres in a way that recognises and protects valued neighbourhood character and heritage
- ensuring that greater certainty is provided to residents and the development industry about the type of development that may occur in and around activity centres
- working with the community and development industry to develop guidelines that will assist in the design of housing in and around activity centres
- funding for local government to undertake structure planning for activity centres through the Local Government Assistance Fund

We are giving immediate priority to these projects:

- ResCode+ (four storeys and above)
- Activity Centre Design Guidelines
- Sustainable Neighbourhoods Project

### **Can existing infrastructure support increased densities in key locations?**

#### **Your comments**

The ability of Melbourne's existing social and physical infrastructure to support increased densities in established areas is of concern to most submitters on this issue.

The Australian Greens (Victoria) submits that because physical and social infrastructure in Melbourne's inner activity centres are already at saturation level, the first preference should go to opportunities in outer suburbs.

Bayside City Council and several local resident groups suggest that the physical capacity of existing infrastructure in south-east Melbourne constrains its ability to accommodate higher density development. For many, flooding issues are the main area of concern as well as the age and limited capacity of the infrastructure.

Many of the concerns in relation to the capacity of established areas relate to proposed increases in densities around activity centres.

The Anglican Centre, however, sees merit in encouraging local government and the development industry to utilise Melbourne's

existing infrastructure to meet the forecast household requirements.

The Toorak Village Residents Action Group emphasises the need to improve utility infrastructure in areas where the load will increase as a direct result of higher density development.

#### **Our response**

The Urban Development Program includes identifying infrastructure constraints for residential and industrial land across the metropolitan area, as already outlined. This work will supplement structure planning work to be undertaken by councils for their activity centres and strategic redevelopment sites, ensuring that any gaps in this process as they relate to activity centres are covered.

Through a structure planning process, councils will be able to identify where infrastructure constraints exist and need to be improved, and any requirements for upgrade or provision of infrastructure in such locations where major redevelopment is anticipated. Discussion on structure planning for activity is discussed in greater detail under Policy 1.1 – Provision of infrastructure in activity centres and at draft Implementation Plan 4 – 'Activity centres'.

#### **Priorities for implementation**

In response to your comments we commit to:

- identifying infrastructure constraints for residential and industrial land across the metropolitan area
- working with local government to identify where infrastructure constraints exist and need to be improved
- working with local government to identify requirements for upgrade or provision of infrastructure where major redevelopment is anticipated

We are giving immediate priority to these projects:

- Urban Development Program
- Structure Planning Program for Activity Centres

## Will the design of new housing be carefully considered?

### Your comments

Many submitters emphasise the general need to ensure adherence to proper construction and design aesthetics (including sustainability principles). In particular, the RAIA wants to see the encouragement of more efficient and effective housing development.

The City of Casey explicitly outlines the need for careful control over design on smaller allotments in order to achieve positive outcomes for the streetscape. This is also indicated by another submitter for development above three storeys.

Environmental requirements must be better identified in locations for higher density housing, according to some submitters. One suggests that passive solar design should be mandatory in planning for new higher density developments.

### Our response

The design of new housing development is critical to achieving successful integration of higher density development in strategic redevelopment sites and established suburbs.

Our built environment will be improved by ongoing monitoring of current development controls and planning processes, and the development of new guidelines for higher density development and for urban design. Greater discussion on guidelines for higher density development and activity centres is provided in the sections on draft Implementation Plan 3 – ‘Housing’ (Action 1) and draft Implementation Plan 4 – ‘Activity centres’.

Principles and initiatives to improve sustainability in the built environment are discussed in more detail at Policies 5.1, 5.5 and 7.8.

#### Priorities for implementation

In response to your comments we commit to:

- ongoing monitoring of development controls and planning processes

We are giving immediate priority to these projects:

- ResCode+ (four storeys and above)
- Activity Centre Design Guidelines

## Will higher density development allow housing choice?

### Your comments

Diversity in higher density housing is seen as a ‘must’ by a number of submitters.

Saturn Corporate Resources sees the need for a better understanding of issues such as the changing workforce (for example, workers who are more mobile or part-time), the increased number of empty nesters, single parent families and an ageing population. The needs and demands of these households should be better addressed. Saturn feels that higher density ‘apartments’ in activity centres will not necessarily meet everyone’s needs.

The specific housing needs of an ageing population are seen as important, as is maintaining different levels of affordability in new housing in activity centres.

### Our response

Local housing strategies should identify and address each municipality’s housing needs, and outline objectives for how to meet these needs.

Tasks such as the Regional Housing Working Groups and monitoring of housing affordability will help ensure that a diversity of housing stock is available to meet a wider range of household needs.

For both issues, see Policy 6.1 and draft Implementation Plan 3 – ‘Housing’.

#### Priorities for implementation

In response to your comments we commit to:

- working with local government to ensure that a diversity of housing stock is available to meet a wider range of household needs

We are giving immediate priority to this project:

- Regional Housing Working Groups



## Will the Government lead the implementation process?

### Your comments

Several submitters indicate the need for the State government to play a strong role in implementing *Melbourne 2030*. VPELA and the PCA say the State must be resilient when faced with strong council and community opposition. One submitter suggests taking greater 'control' of local government.

### Our response

*Melbourne 2030* is Government policy and has status within the planning system as a 'seriously entertained' document. As such, the Government is committed to taking the lead in its implementation. The announcement of targeted funds for local government, and the commitment of other funds from State government programs and projects further demonstrates the Government's commitment to implementation. Work on housing-related initiatives such as growth area planning, structure planning for activity centres and the Regional Housing Working Groups will contribute to implementation of this policy.

It will also be important to develop strong partnerships with local government, the development industry and the broader community. These partnerships will be developed through establishment of the RHWGs and the *Melbourne 2030* Implementation Reference Group, which includes a broad cross-section of stakeholders. These groups will play an important role in identifying any barriers to implementation over the longer term, and will also suggest how any barriers may be overcome to ensure *Melbourne 2030's* success.

The Government is committed to working in partnership with local government through projects like the RHWGs.

### Priorities for implementation

In response to your comments we commit to:

- taking a lead role in the implementation of *Melbourne 2030* and its housing policies
- developing strong partnerships with local government, the development industry and the broader community
- providing funding to local government to assist with implementation

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Regional Housing Working Groups
- Local Government Assistance Fund



# Direction 2

## Better management of urban growth

*Melbourne 2030* aims to achieve better management of urban growth by

- reaffirming and strengthening the policy of focusing fringe development in growth areas based around major regional transport corridors, with the bulk of new development to be within accessible distance of the Principal Public Transport Network
- providing that the key growth areas for metropolitan Melbourne are the only areas designated for further urban expansion, and defining preferred development sequences to better coordinate infrastructure planning and funding
- reaffirming the necessity for green wedges, identified in the 1971 report Planning policies for the Melbourne Metropolitan Region as a valued feature of metropolitan Melbourne, and extending them with added protection

**Feedback from the consultation tells us that**

- generally you support the restriction on outward urban growth to designated growth areas and preservation of green wedges and the application of an urban growth boundary (UGB) allied with a need to clarify the process for reviewing and adjusting the UGB
- you also show general support for the planning and management of the growth areas, tempered by concern over the direction and timing of future urban growth, and the need to avoid land supply shortages
- there is very strong support for the management of development sequencing in growth areas in order to ensure adequate and timely provision of government services, particularly public transport

**In implementing the policies in this Direction we commit to**

- monitoring land supply and housing affordability through the Urban Development Program
- establishing all Committees for Smart Growth including Hume and Melton-Caroline Springs
- ensuring the Committees for Smart Growth:
  - review growth area plans to align them with *Melbourne 2030* and identify the need for any consequent adjustments to the UGB
  - develop growth area plans based on strong public transport networks
  - consider any perceived backlog of public transport services as part of growth area planning
  - develop planning scheme provisions for the growth areas, once the new plans are approved, that address all relevant environmental issues
  - develop agreed sequencing plans for new development to inform the delivery of infrastructure and services
  - use the Neighbourhood Principles in strategic planning of growth areas

- ensuring the Green Wedge Management Plans:
  - better define the values and features of the green wedges
  - consider existing government programs that support landowners and improve the coordination of these
  - consider interface issues as they arise

#### **Current projects immediately relevant to implementation of this Direction**

- Urban Development Program
- Growth Area Planning
- Regional Housing Working Groups
- Bendigo and Ballarat Region Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Green Wedge Management Plans
- Sustainable Neighbourhoods Project
- Securing Our Water Future

#### **Draft Implementation Plans relevant to this Direction**

- Urban growth boundary
  - Growth areas
  - Housing
  - Activity centres
  - Green wedges
  - Integrated transport
-

# Policy 2.1

Establish an urban growth boundary (UGB) to set clear limits to metropolitan Melbourne's outward growth

## Level of comment on this policy

- very high

## Key messages in submissions

- overall support for a UGB
  - councils support the UGB but have asked that it be refined
  - 'green' groups want certainty
  - the UGB means we will need to monitor housing affordability
  - broad support for a UGB to be applied to small townships
- 

## Will the UGB make land prices rise?

### Your comments

Matters such as rising land prices following application of the UGB, the need for close monitoring of the UGB's impact on the supply of land on the fringe, and the resulting effect on affordability should land supplies become short, are raised by a number of submitters who include the School of Architecture Building and Planning at Melbourne University, the HIA and the consulting firm Urbis. This issue is also considered under Policy 2.2.

### Our response

The UGB is a tool for better management of metropolitan Melbourne's urban growth and it aims to protect the green wedges from inappropriate development. *Melbourne 2030* embraces the concept of confining outward urban growth to designated growth areas, within which an initial 10-15 years of land supply will be provided. Ongoing monitoring through the Urban Development Program will determine where the State Government will need to respond to housing demands in growth areas and change the UGB from time to time.

Committees for Smart Growth will identify how each growth area should be planned and managed and will review the timely release of land and infrastructure coordination. This process is intended to ensure that land supply and affordability issues are addressed.

Housing prices are a major issue in Australia at the moment, culminating in the Commonwealth Government announcing an investigation inquiry by the Productivity Commission.

What's happening in Melbourne is similar to what's happening in the rest of Australia, including those cities without urban growth boundaries. Melbourne's house prices have risen at a rate similar to other capital cities in Australia, except Sydney whose prices continue to outstrip those of other cities. The following table shows vacant house block prices between 1998 and 2002.

Factors contributing to a rise in house prices include population growth, declining household size, low interest rates, the Commonwealth first home buyers grant, an unstable share market in a generally buoyant economy and strong demand from consumers.

Important matters for consideration as part of implementation will be to ensure that Committees for Smart Growth consider the need to provide, where possible, a 10-15 year land supply buffer to guard against shortages and inflated land prices.

**Table 1: Vacant house block price increases (1998 – 2002)**

Region (Selected LGAs)	Average annual increase in median (nominal) prices – %					Total average increase - %
	1998	1999	2000	2001	2002	
<b>West</b> (Brimbank, Melton, Wyndham)	9.3	8.9	8.8	10.6	18.0	55
<b>North</b> (Hume, Whittlesea)	9.4	16.9	8.7	7.1	14.1	55
<b>South</b> (Cardinia, Casey)	-2.4	21.0	6.7	14.7	9.5	60
<b>Geelong</b> (Greater Geelong)	-2.0	8.0	7.0	11.0	54	97
Source: Valuer General Victoria						

However, it should be recognised that in specific areas there may be a limit to the amount of urban land available long-term due to environmental, infrastructure or other constraints. This may have localised impacts on land affordability as supply diminishes in some locations and new growth fronts are released elsewhere.

#### Priorities for implementation

In response to your comments we commit to:

- monitoring land supply and housing affordability
- ensuring that the Committees for Smart Growth review land supply in fringe growth areas and adjust the UGB as needed to maintain affordability

We are giving immediate priority to these projects:

- Urban Development Program
- Growth Area Planning
- Regional Housing Working Groups

## How flexible is the UGB?

### Your comments

A large body of submitters is highly supportive of the UGB concept. They are in favour of preventing urban sprawl and protecting the green wedges around Melbourne. Local government supports the UGB as a tool for managing growth and protecting green wedges.

Some submitters recommend that the interim UGB should not be changed. Some refer to the need for legislative control over changes to the boundary. Others, such as the UDIA, state that while the metropolis must be sustainable it must also remain dynamic and capable of accepting change. Therefore the UGB should not be seen as a constraint to good development and the needs of the metropolis. Others submit that it will be difficult to sustain the UGB permanently in areas outside the growth areas as suggested by *Melbourne 2030*. A few question whether taking a 'hard' approach to an urban edge will mean loss of the opportunity to use development to lever environmental gains in non-urban areas.

Many submissions argue for modification of the interim UGB, to accord with local planning policies and the specific needs of individuals. Many consider that land previously planned for urban development seems to have been excluded on the basis of its lack of proximity to rail in circumstances where such reliance on fixed rail cannot be justified. Some also feel that the UGB has been based on a cursory review of existing zonings, and that it should better reflect long-standing local strategies and even recent amendments that have been adopted by

local councils following Planning Panel hearings but not yet approved.

Some submitters believe the definition of the green wedges to include all land outside the UGB may lead to future conflict between green wedge supporters, planning authorities and developers planning for future urban growth. The UDIA maintains that if the UGB is to stay largely as proposed, something like a 'corridor' or 'future urban' zone should be established for each growth area to identify the areas preferred for future urban development outside the UGB.

Some submitters consider that if the UGB is to be modified progressively as growth occurs, then it is important that the future possible urban areas outside the UGB are flagged in the manner suggested. If all the land required for development in the next 30 years is intended to come from inside the UGB, then the UGB boundaries need to be increased to provide enough opportunities for that growth.

### Our response

The application of the UGB takes a two-pronged approach that applies to managing urban growth and to safeguarding green wedge areas. A flexible long-term arrangement has been put in place to review outward expansion in designated growth areas. Local issues and policies will be considered as part of the growth area reviews. Following these reviews, we will identify the need for any consequent modifications to be made to the UGB.

In subsequent years we intend to monitor housing and land demands in these growth areas and make adjustments to the UGB. This will follow a review of trends, growth area planning principles and the ability to provide necessary infrastructure. Changes to the UGB will need to be ratified by Parliament. *Melbourne 2030* indicates areas that may be suitable for longer term expansion of the UGB in growth areas.

*Melbourne 2030* also provided for an initial review related to the location of the UGB as part of the submissions analysis process.

These processes have allowed ample opportunity for the UGB to be settled in the short term, and provide a long-term mechanism for strategic changes in growth areas to accommodate development over the next 30 years. In some growth areas, this may mean that areas beyond the existing UGB will be identified for longer term growth.

The adequacy of the UGB will be examined by the growth area planning process. The planning system will be responsive to the need for change in these areas if required. In the meantime the Urban Development Program has been established to ensure better management and ample opportunity for long-term land

monitoring, growth area review and infrastructure provision.

### Priorities for implementation

In response to your comments we commit to:

- undertaking a review of growth area plans to align them with *Melbourne 2030* and identify the need for any consequent adjustments to the UGB
- monitoring housing and land supply in the growth areas

We are giving immediate priority to these projects:

- Urban Development Program
- Growth Area Planning

## What impact will it have on non-metropolitan municipalities?

### Your comments

A few submitters, including some affected councils, feel that the application of the UGB around metropolitan Melbourne has sent a signal to developers to explore opportunities for urban development outside the green wedges. Councils such as Mitchell, Macedon Ranges and Moorabool are worried that inappropriate development influences may be placed on small townships and rural areas where planning controls may be perceived as being less robust.

### Our response

The UGB alone should not cause these issues to arise. It is one tool (albeit a clear one) to manage growth and protect non-urban areas. The combination of metropolitan urban policy and action in green wedges may have created additional interest in surrounding rural municipalities. For some years developer interest has concentrated noticeably along some of the major transport routes out of Melbourne, resulting in growth pressures in areas outside metropolitan Melbourne.

*Melbourne 2030* anticipates this pressure and promotes growth in regional cities and key towns outside the metropolitan area, as part of a networked cities model. Corridor Action Plans will consider growth pressures along these corridors, for suitable growth towns in the corridors and for surrounding regions in an integrated way. Work is under way for the Ballarat and Bendigo corridors (see also the discussion for Policy 3.1).

#### **Priorities for implementation**

In response to your comments we commit to:

- assisting local councils in developing skills and methodologies for addressing local and regional planning issues
- undertaking more detailed planning of the settlements on the key regional transport corridors, with the local councils

We are giving immediate priority to these projects:

- Bendigo and Ballarat Region Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership

### **Does it create too firm an edge?**

#### **Your comments**

The UGB is seen by a number of submitters as providing too firm an edge to the metropolitan boundary. They feel there should be a transition of lot sizes. Some cite the Canberra experience where bushfires caused havoc on the urban edge due to the adjoining forests and rural land. Some believe that smaller management units, such as lots of rural residential size, would be a better transition between urban and rural areas than a hard edge.

#### **Our response**

These comments indicate that perhaps there is some misunderstanding of the intent of the UGB. The concept does not necessarily imply that urban development will finish precisely at the UGB. Historically, the Melbourne experience is that larger urban lots of either rural residential or rural living size have been created along the urban 'edge' in some locations, particularly the east and south-east urban areas. One example is on the hillier landforms on the lower slopes of the Dandenong Ranges. In future this form of development will need to be tested against the principles outlined in Policies 3.2 and 2.4. In other locations a high-density interface with rural areas may be appropriate.

A graduation of different lot sizes or other edge treatments can be accommodated inside the UGB, where this is thought suitable. This can be

treated as part of the growth area planning reviews.

Implementation should ensure appropriate treatment at the interface between green wedges and urban areas, having regard to elements such as land form, land capability and natural and cultural features.

#### **Priorities for implementation**

In response to your comments we commit to:

- reviewing the form and density of development along the edge of the UGB through the growth area planning process

We are giving immediate priority to this project:

- Growth Area Planning

### **What is the process for considering individual submissions to amend the UGB?**

A process for considering submissions has been developed based on the principles contained in draft Implementation Plan No 1 – 'Urban growth boundary'. Proposals will be tested against:

- the Directions in *Melbourne 2030*
- the State Planning Policy Framework (SPPF)
- whether the development will maintain the integrity of any non-urban area affected by the change.

The geographic location and the similarity of issues across many submissions allows them to be grouped so that they can be dealt with collectively. In different parts of Nillumbik, for example, there are groups of submissions in favour of changes to the UGB, and groups opposed to changes. Many submitters seek a change to the UGB west or north of Werribee while distinct groups want changes south of Cranbourne and south of Berwick.

Some changes proposed in growth areas have been referred for comment to established Committees for Smart Growth before any final determination. This is to ensure that any changes to the UGB are consistent with revised growth area plans.



# Policy 2.2

Concentrate urban expansion into growth areas that are served by high-capacity public transport

## Level of comment on this policy

- high

## Key messages in submissions

- ensure that public transport is the basis for growth area planning
  - provide access to employment in growth areas
  - support higher densities of development in growth areas
  - avoid a shortage of land for development in growth areas
  - provide direction for future outward growth
  - consider environmental and infrastructure issues in growth area planning
- 

## How can we be sure that public transport is the basis for growth area planning?

### Your comments

Comments on the transport aspects of growth area planning and development strongly support the need to keep development closely aligned to the public transport system, especially rail infrastructure.

Some submitters, such as the City of Darebin, point out the lack of public transport provision in some growth areas – beyond Epping (for Whittlesea Growth Area), in the Point Cook area of the Wyndham Growth Area, and in the western part of Melbourne generally. They also want more specific indications of the level of bus services to be provided. A few submitters, including the City of Whittlesea, call for a new ‘outer ring’ or ‘orbital’ railway to link all growth areas within a greatly expanded metropolitan urban area. This would see the UGB extended a considerable distance from its current location into the green wedges.

The City of Casey argues for increased public transport provision over and above that outlined in *Melbourne 2030*. It believes public transport has been provided incrementally and has not kept pace with population growth. Catching up will involve dealing with the ‘backlog’ in service provision as well as the upgrades required to meet mode share targets.

### Our response

We agree that there is a need to focus growth area development around regional ‘high-capacity public transport’ as Policy 2.2 states. Use of the existing rail infrastructure is strongly supported; however, in some cases other forms of high-capacity public transport could be made to work effectively and such options should not be ruled out. This will be decided in the context of the planning of each growth area. For example, *Melbourne 2030* commits to improving the outer suburban road network to support increasing freight and public transport use.

There are no plans for an ‘orbital’ railway linking all growth areas because it would not be an effective use of resources, would serve limited demand with high economic and environmental cost and would undermine the green wedge policy. The growth areas, based on existing corridors, will be able to provide for all foreseeable development needs.

The level of bus services required for any growth area is to be determined by the application of standards of service to anticipated demand. The issue of a perceived backlog of services can also be addressed in the context of growth area planning.

See also the response to submissions in the sections Policy 8.1, Policy 8.2 and Draft Implementation Plan 6 – ‘Integrated transport’.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that the Committees for Smart Growth develop growth area plans based on strong public transport networks
- ensuring the Committees for Smart Growth consider any perceived backlog of public transport services as part of growth area planning

We are giving immediate priority to this project:

- Growth Area Planning

### **Will there be new employment opportunities in growth areas?**

#### **Your comments**

New employment opportunities in growth areas have been raised by a few submitters. Some mention the need for new activity centres or Transit Cities along the rail lines, especially in the west, but most comments are general in nature.

The City of Casey submits that the results of a major study of economic issues in metropolitan Melbourne’s south-east show a need to diversify employment opportunities in the growth area. There is strong support for ensuring employment based on knowledge, research and innovation.

#### **Our response**

Consideration of new employment areas needs to be part of growth area planning. Activity centres will be planned for, but industrial areas outside such centres will also be required. Policy 2.2 states explicitly that ‘providing for significant amounts of local employment opportunities’ will be a requirement for growth area planning.

Refer also to the response to submissions in the sections, The scope of *Melbourne 2030* – Is there a need for economic and social development plans? and to Policy 8.3.

#### **Priorities for implementation**

In response to your comments we commit to:

- considering the amount and location of new employment areas as part of growth area planning, including the provision of funds for specific studies as part of the targeted grants program

We are giving immediate priority to this project:

- Growth Area Planning

### **Will there be higher densities of development in growth areas?**

#### **Your comments**

Many submitters, including the City of Wyndham, indicate support for the statement in Policy 2.2 that average housing densities in the growth areas should be ‘significantly higher than 10 dwellings per hectare’. The suggestion in *Melbourne 2030* of achieving 15 dwellings per hectare (which a few submitters interpreted as a ‘target’) is thought by many to be too conservative – some think that ‘best practice’ meant achieving at least 20-25 lots per hectare while others suggest at least 30 lots per hectare. Many submitters also support prohibiting low-density residential development in growth areas. Increasing densities in growth areas is seen by many as a way to reduce pressure on inner city development as well as greenhouse gas emissions.

The City of Casey proposes ‘principles’ as a basis for achieving higher densities. These include achieving a range of densities near planned activity centres in greenfield areas; concentrating higher densities close to activity centres, open space and community facilities to offset lower densities elsewhere; densities to be set locally and not mandated through *Melbourne 2030*; and careful control over small lot design.

The Shire of Cardinia supports increased housing densities provided these are accompanied by better urban design and improvements in the timing of infrastructure provision for new development. The City of Whittlesea generally supports higher densities but believes growth areas should also provide for low-density buffer lots in response to particular site conditions.

## Our response

Increases in average housing densities are needed in the growth areas for reasons such as supporting better public transport facilities, providing a range of housing types, and reducing the rate of land conversion from non-urban to urban over the life of *Melbourne 2030*. The strategy does not set a 'target' density – the reference to an average of 15 dwellings per hectare over the entire structure plan area is an example only.

We envisage that the actual densities will need to be carefully determined through the growth area planning process, and that these will vary across areas. We also envisage that densities should vary within each growth area, with higher densities near activity centres and the public transport network, so that lower densities could be suitable for other areas. An agreed method for calculation of densities will be worked out in consultation with local councils and the development industry during the growth area planning process.

The strategy also is clear in stating that low density rural living types of allotments may be appropriate provided that they do not inhibit future development at higher densities should that be required.

Therefore we feel that the policy provides adequate guidance to the growth area planning process to enable higher densities to be achieved, while not setting inflexible and unnecessary targets.

### Priorities for implementation

In response to your comments we commit to:

- working in consultation with local councils and the development industry during the growth area planning process to agree on how to apply density requirements in growth areas
- requiring the Committees for Smart Growth to consider the possibility of allowing low density development in growth areas in appropriate locations that do not prejudice *Melbourne 2030* planning outcomes

We are giving immediate priority to these projects:

- Regional Housing Working Groups
- Urban Development Program
- Growth Area Planning

## Will there be enough land for development in growth areas?

### Your comments

The issue of land supply for development in growth areas is raised by a very few submitters. The HIA feels that the growth area policy may lead to increased concentration of market power in large builders by making it harder for small to medium-sized companies to acquire greenfield sites. Another submitter challenges the land supply estimates on which *Melbourne 2030* is based as being too conservative and not reflecting real supply and demand pressures.

### Our response

This issue was considered during the preparation of *Melbourne 2030*. The information on land supply and demand in the growth areas and elsewhere is based on a long established process in which DSE, local councils and the development industry share information on planning and building trends and forecasts. 'Housing Melbourne' has been a successful partnership, enabling all participants to understand what is happening in the land development industry. It has produced 5, 10 and 15 year forecasts of development activity including lot supply and take-up rates.

Based on this process, the Government has established the Urban Development Program (UDP – see Initiative 2.3.3 and draft Implementation Plan 3 – 'Housing') to expand the information base used to inform the analysis of supply and demand for housing across Melbourne and to extend it to include industrial land issues. The UDP, which is in its first year of operation, will ensure the ongoing provision of land and supporting infrastructure to meet future residential and industrial needs for metropolitan Melbourne and Geelong. Its rolling 15-year program, based on an annual cycle, continually assesses land supply, relative to demand (see the diagram at the end of this section).

To assess land supply and demand, information about demand for new households and the supply of land will be integrated within the UDP. This information will be of direct relevance to the work of the Committees for Smart Growth, local councils and infrastructure providers.

The supply side of the equation will be handled through the growth area planning process to ensure that the most appropriate areas are designated for future growth and that enough land is available to meet the needs of the demand being forecast. An additional suitable land 'buffer' representing a possible 10-15 years of supply is to be provided within the UGB.

The distribution of new households within the broader region will be considered by the Regional Housing Working Groups (see Policy 1.3 and draft Implementation Plan 3 – 'Housing') which will contribute to the consideration of the relevant Committee for Smart Growth.

We consider that these measures will avoid creating any artificial land supply constraints that could lead to land monopolies by large companies. They will also ensure that the 'real land supply and demand pressures' are known and factored into the growth area planning and land release programs.

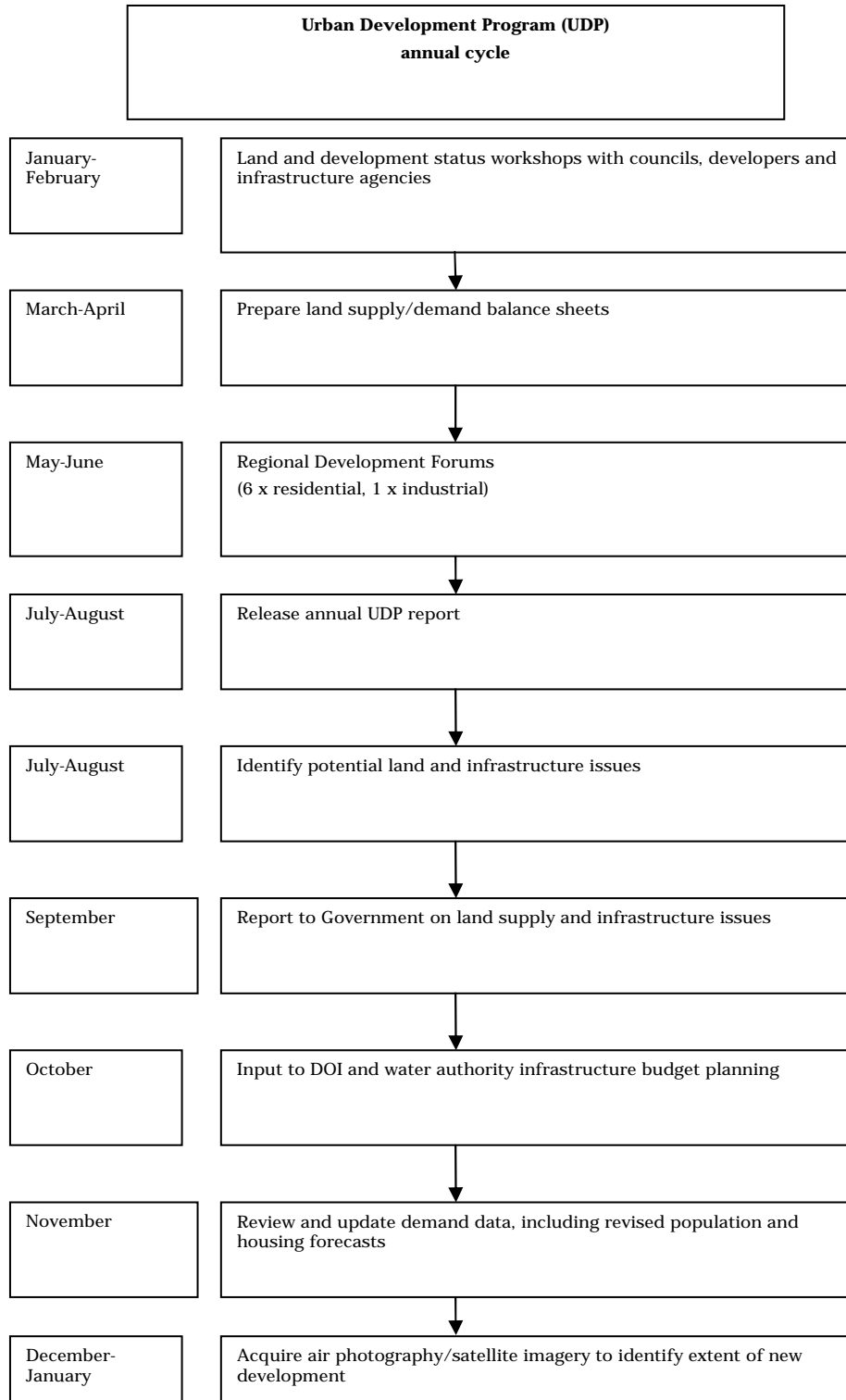
**Priorities for implementation**

In response to your comments we commit to:

- ensuring the on-going provision of land and supporting infrastructure
- ensuring that enough land is available to meet forecast demands and provide a land supply buffer
- assessing land supply and demand across sub-metropolitan regions, and use this information in the growth area planning process

We are giving immediate priority to these projects:

- Urban Development Program
- Growth Area Planning
- Regional Housing Working Groups



## Where will future outward growth take place?

### Your comments

Many submitters have views on the directions in which future outward growth should move.

Some want an end to development in the Casey-Cardinia Growth Area – moving development to the north and west of Melbourne – while a few want more development around Western Port. There is some concern that the Casey-Cardinia Growth Area has no indicated limit and that it could continue to extend past Pakenham. The Shire of Cardinia submits that further assessment of the possibility of an eastward expansion is needed before a decision could be made. The City of Casey believes some 'modest' urban expansion is justified south of Berwick and west, south and east of Cranbourne.

Retention of the fertile agricultural land around the Casey-Cardinia Growth Area is seen as important. The Green Wedges Coalition and others who want the Casey foothills protected from development support the policy.

Some submitters want the Hume Growth Area to proceed along the rail corridor to Donnybrook while others, including Yarra Valley Water, want future growth to be located west of the current UGB to Mickleham Road, as existing infrastructure has already been sized to accommodate growth in that area. Some concern is expressed about development along the rail corridor that could threaten the Merri Creek grasslands.

Many support the development of the rail corridor in Nillumbik (Eltham to Hurstbridge) as a growth area, some even suggesting that this should replace Plenty Valley. There is a suggestion that *Melbourne 2030* is biased against areas with existing businesses and services such as Nillumbik. Many other submitters oppose this suggestion as a threat to the green wedge.

Similarly, many submitters suggest that the rail corridor from Caroline Springs to Melton township should be developed as a growth area. For the Shire of Melton this is as important as the development of the Wyndham or Hume growth areas. Other submitters feel that the sensitive grassland habitats of this corridor could be threatened by development.

A few ask that Sunbury and Bulla be considered as growth areas, while the Shire of Melton wants equal recognition of the growth potential and opportunities in the Diggers Rest area.

Some feel that *Melbourne 2030* should build on past planning policy and development industry investments in the Wyndham Growth Area. Wyndham City Council supports the policy of encouraging development along rail corridors.

### Our response

We believe the issues that concern the Casey-Cardinia, Wyndham, Hume and Melton-Caroline Springs growth areas can and should be dealt with through the proposed growth area planning process. Perhaps some matters can be resolved before the new growth area plan is fully developed, but all should be assessed on the same basis.

There is no merit in examining the Eltham to Hurstbridge corridor as a future growth area as there are significant constraints based on its environment, landscape quality, areas of natural habitat and natural resource use. Such development would threaten the integrity of the green wedge. Currently there is no merit in considering Sunbury, Bulla or Diggers Rest as growth areas. Certainly, local development in these townships should be planned and managed for limited growth but only in the context of being small towns surrounded by green wedge land. These townships are not currently on major metropolitan high-capacity public transport corridors and some are affected by Melbourne Airport and its flight paths.

Most changes proposed in growth areas have been referred for consideration by the Committees for Smart Growth. Accordingly, we do not consider that changes are required to the number and the preferred direction of growth areas as set out in this policy.

#### Priorities for implementation

In response to your comments we commit to:

- referring suggestions for possible directions for future outward growth to the Committees for Smart Growth
- considering, and if necessary, responding quickly to any short term, urgent land supply matters such as for the Hume Growth Area
- establishing all Smart Growth Committees, including Hume and Melton-Caroline Springs

We will give immediate priority to this project:

- Growth Area Planning

## Will environmental and infrastructure issues be considered in growth area planning?

### Your comments

Many general submissions express support for the growth area policy.

The RAIA suggests that growth area planning provides an opportunity to explore 'positive new models for peripheral suburban living'.

Several submitters comment that areas prone to bushfires should be avoided or, if developed in any way, should be subject to wildfire management overlays within the planning system. Another suggests strengthening the policy statement with respect to protecting communities in fringe areas from wildfires.

There is noticeable support for the growth areas as a way of protecting the green wedges from development. Some submitters suggest there are opportunities for the use of recycled water from treatment plants in the Wyndham and Casey-Cardinia growth areas. The VNPA supports the policy, provided that development in the growth areas has limited environmental impact, is supported by Infrastructure with adequate carrying capacity (sewerage systems) and provides direct access to public transport (trains).

### Our response

We consider that environmental and infrastructure issues such as these can be adequately addressed in the growth area planning process and through introduction of subsequent planning scheme provisions. These provisions would include wildfire management overlays and making appropriate linkages between growth area plans and other related State Government programs such as 'Werribee Plains – Vision for Sustainable Growth'. Issues of direct relevance to fire management are also addressed in Policy 5.5.

### Priorities for implementation

In response to your comments we commit to:

- referring suggestions about growth directions to the Committees for Smart Growth for consideration
- ensuring that planning scheme provisions to apply to the growth areas, once the new plans are approved, address all relevant environmental issues
- ensuring that other relevant government programs that affect the growth areas, such as the 'Werribee Plains – Vision for Sustainable Growth' project, are integrated with the growth area planning process

We will give immediate priority to these projects:

- Growth Area Planning
- Sustainable Neighbourhoods Project
- Securing Our Water Future

# Policy 2.3

Manage the sequence of development in growth areas so that services are available from early in the life of new communities

## Level of comment on this policy

- medium

## Key messages in submissions

- ensure that infrastructure and services are available
  - provide better facilities for people in growth areas
  - ensure there is no decrease in housing affordability
  - create a preferred sequence of development
- 

## Will infrastructure and services be available early on in new developments?

### Your comments

That infrastructure and services need to be available early in the life of new communities is clear from the strong endorsement of most submitters. This is particularly true for public transport services, but also for other services such as roads and mobile telephone infrastructure. The RACV submits that public transport must be introduced at an early stage of land development to provide alternatives to the purchase of an extra car. It also believes connections on the road network must be carefully planned for continuous and efficient bus routes, and that good connections between different forms of public transport must be provided.

Melbourne City Council supports the policy, but believes it should apply to new development within existing areas in terms of additional infrastructure that may be required to support a larger and potentially different community.

Some submitters want the Government to commit to the timing and funding of the proposed infrastructure required for growth area development, including the proposed rail extensions in *Melbourne 2030*. Local councils maintain that the Government has to do more to assist them provide infrastructure. They seek a long term-plan incorporating real funding commitments.

### Our response

The timing of provision of services and infrastructure for new communities is crucial. In the growth area planning process, DSE will work to ensure the creation of an agreed development sequence that gives service authorities and agencies a clearer understanding of infrastructure needs and priorities. The UDP will be essential in this process (see Policy 2.2).

Proper forward planning will allow for better resource allocation by departments and agencies. The growth area plans are intended to provide a strong basis for departments and agencies to develop forward infrastructure and servicing plans, from which budget cases can be developed for assessment and prioritisation through normal State budget processes in the future.

Through developer levies, the provision of land or through other means, the development industry is expected to make a contribution to the full range of infrastructure required for new communities.

The Government announced a package of reforms to the Development Contributions system in November 2003. The package of reforms will make it easier to prepare and administer Development Contribution Plans.



Should this policy refer to all new development areas and not just growth areas? Significant change in existing areas will come primarily through major housing redevelopment in and around strategic locations. Policy 1.3 addresses the local infrastructure and service issues that might arise through that process generally, and more specific central area issues will be addressed through Policy 4.2. But there is a fundamental difference between redevelopment in existing areas where most infrastructure and services already exist, however much they need to be improved, and between new development in greenfield areas where, in most cases, nothing exists. This policy is designed to address the latter case. The review of growth area plans will cover both the greenfield and existing parts of each growth area.

#### **Priorities for implementation**

In response to your comments we commit to:

- requiring the Committees for Smart Growth to develop agreed sequencing plans for new development to inform the delivery of infrastructure and services
- ensuring that the Committees for Smart Growth consider both greenfields and existing development
- implementing the Government's package of reforms to the Development Contributions system

We will give immediate priority to these projects:

- Urban Development Program
- Growth Area Planning

### **Will high-standard facilities be available for people in growth areas?**

#### **Your comments**

Improving the quality and supply of services and infrastructure to new communities, especially for young children and teenagers, is an issue raised by a few submitters. If housing densities are to increase in growth areas, then a commensurate increase is also required in the standard of services and infrastructure.

#### **Our response**

We agree that the standard of provision needs to be considered. The application of the 'Neighbourhood Principles' (see Policy 5.5) to new developments, by revisions to the current provisions of Clause 56 of the VPPs, will introduce these principles and more detailed requirements for new subdivisions into the approval process (see Initiative 5.5.1) as part of the new Sustainable Neighbourhoods project.

#### **Priorities for implementation**

In response to your comments we commit to:

- revising the residential planning components of the Victoria Planning Provisions to apply the Neighbourhood Principles to new development
- using the Neighbourhood Principles in strategic planning of growth areas

We will give immediate priority to these projects:

- Growth Area Planning
- Sustainable Neighbourhoods Project

### **Will housing affordability be maintained?**

#### **Your comments**

A few submitters raise the issue that if developer contributions are used for public transport provision, this will lead to consumers having to pay more for housing and therefore to decreasing affordability.

#### **Our response**

Most people, especially those who come to live in new communities, agree that public transport is a crucial component of local services. In examining the extent to which local development should contribute to new public transport infrastructure, the flow-on effect on housing prices and hence affordability will be considered (see Policy 6.1 for discussion of affordable housing).

#### **Priorities for implementation**

In response to your comments we commit to:

- examining the overall impact on the cost of living, including housing affordability, that might be caused by any new public transport levy or change in the developer contributions system before this is adopted

We will give immediate priority to this project:

- Urban Development Program

## How will development be sequenced?

### Your comments

There are differing views on the need to develop sequencing plans to manage the rollout of new development. The City of Wyndham generally agrees that this is necessary, but the City of Whittlesea questions the effectiveness of such plans in view of land ownership patterns, suggesting that the plans be limited to provision of infrastructure rather than to spatial control of land release. The City of Maribyrnong believes such plans should be 'binding on planning schemes' and that land acquisition powers should be provided to implement the desired development if persuasion fails.

South East Water raises the possibility of development sequencing leading to 'additional sewerage backlog areas'.

### Our response

Land ownership patterns could be a problem in some areas, but the problem will be minimised by building in the ability to allow some developments 'out of sequence', provided the developers pay for the additional costs imposed by that action. In addition, by providing an ample supply of land and a range of manageable development fronts, the need for additional powers for land acquisition beyond those already available can be avoided. Restricting sequencing plans to infrastructure provision without giving thought to the land release implications is not supported – both are necessary.

New subdivisions are all required to be seweraged, so the issue of adding to a 'backlog' of unsewered properties does not arise, even if these are developed 'out of sequence'.

### Priorities for implementation

In response to your comments we commit to:

- ensuring any sequencing plan has the ability to allow for 'out-of-sequence' development, provided the additional costs are paid by the developers
- requiring the Committees for Smart Growth to ensure an appropriate supply of land for forecast development and a range of manageable development fronts, where possible

We will give immediate priority to these projects:

- Urban Development Program
- Growth Area Planning

# Policy 2.4

Protect the green wedges of metropolitan Melbourne from inappropriate development

## Level of comment on this policy

- very high

## Key messages in submissions

- strong support for green wedge policies, including the need for legislative backing and stronger planning controls
  - strong concerns about the effects of green wedge policy
  - concern about land management issues and a need for incentives to ensure better land management
- 

## Do green wedges need protection?

### Your comments

There is a strong philosophical difference between those in favour of green wedge protection policies and those who are opposed.

Those in favour of Policy 2.1 refer to the need to support certainty and stability, protect farmland, maintain the liveability of the city, retain landscapes and protect water catchments.

The 'interface councils', those managing major rural areas on the fringe of metropolitan Melbourne, support the introduction of more rigorous planning controls to protect the green wedges.

The Shire of Yarra Ranges, Shire of Mornington Peninsula, City of Maroondah and City of Knox support the containment of urban and commercial development and definition of the green wedges through legislation. The City of Knox supports application of the green wedge policies to the Dandenong Ranges and their foothills. It believes the balance of tree cover and development is a matter of metropolitan significance that should be recognised in *Melbourne 2030*. Knox considers that the significant pastoral landscape of the Lysterfield valley should be recognised, as these areas are already recognised in the local planning policy and can be enhanced through the Green Wedge action plans.

The City of Greater Dandenong finds the term 'green wedge' to be a misnomer and believes more appropriate terminology should be used. It considers that the degraded farmland in the South East green wedge is not sustainable in its present condition over a 30-year timeframe and that additional controls and regulation will have

further negative impacts. It believes some urban uses should be permitted to ensure the long-term sustainability of the green wedge, saying that environmental benefits can be achieved at no cost to the public through development and related development contributions.

The City of Casey also suggests using limited development as a lever for environmental restoration and improved land management in places such as the Dandenong Ranges foothills, in addition to a wide range of other tools.

The Shire of Nillumbik welcomes the green wedge policies but considers there should be encouragement for a wider range of activities and pursuits within green wedges in addition to agriculture, to sustain the concept environmentally and economically.

The City of Whittlesea believes there is a lack of knowledge about the structural economic conditions in non-urban metropolitan areas. There should be a clear direction on the importance of rural productivity and industry combined with measures to prevent the further decline of rural areas and the flow-on effects to rural landscapes and environmental features.

Some submitters want to see more emphasis on protecting the intrinsic benefits and roles of green wedges – recreation, education, agricultural production, catchment and biodiversity protection – as there is much more to green wedges than their contribution to urban consolidation and containment of the city.

The City of Wyndham considers that the reasons for the existence of green wedges need to be better communicated, putting the view that rural land owners find it difficult to accept that their only future is agriculture when their land is marginal in terms of productivity. Wyndham considers that *Melbourne 2030* and/or the

related draft Implementation Plan No 5 – ‘Green wedges’ should explicitly say that some areas will remain non-urban in the interests of a more sustainable city. In other words, that urban dispersal is expensive and urban development should be directed to the most appropriate areas.

Groups such as the Green Wedge Coalition consider that the preservation of green wedges from the incursion of inappropriate development and subdivision is paramount if the green wedges are to maintain Melbourne as the world’s most liveable city. The Coalition is of the view that there has been a whittling away of many green wedges and much of the landscape, heritage, agriculture and environmental values have been lost.

Many landowners in the green wedges feel they are being asked to shoulder the burden of maintaining open rural landscapes for the benefit of urban dwellers but without any form of recompense. Some submitters consider that green wedge controls should apply only to public land, not private land.

The opposition from others is on the grounds that their land is unviable. They say it is poor and unsuited to agriculture, more suited to low density subdivision and could be better managed if the land management burden was shared across a wider number of landowners. The VFF supports the principle of protecting agricultural land from urban encroachment but wants due consideration for a number of issues – the diversity across green wedges, the non-productive nature of much land, the lack of viability due to lot sizes, high land values making amalgamation difficult, high rates and charges, lack of weed management particularly on public land, urban interference in farming, and high levels of bureaucratic involvement in farming enterprises.

### **Our response**

The Government is committed to protecting Melbourne’s green wedges.

We intend the green wedge protection package of measures to provide more certainty regarding urban development, rural subdivision and land uses in green wedges. To that extent it is meant to minimise speculation about future land use and development in green wedges and to support or protect agriculture, conservation areas, appropriate infrastructure, natural resources tourism and the like. There should be no expectation that any rural land outside of growth areas will eventually be rezoned for some urban use of higher value.

Green wedges are an important part of the State Government’s approach to sustainable management of urban growth. They are an essential complement to the established urban area and the growth areas. Within the

established urban area and the growth areas urban expansion can readily occur, and can be serviced efficiently with infrastructure and with community facilities.

The green wedge areas were never intended to be ‘all green’ in the sense that they should be used only for conservation and low-impact farming. They are also the appropriate location for urban-related uses that should not be located in built-up areas - uses such as quarries and sandpits, sewage treatment plants and airports requiring extensive separation from sensitive uses. Parts are used for intensive farming activities, including intensive animal husbandry such as poultry farms and intensive horticulture. Other parts - including the Dandenongs and the Mornington Peninsula - are utilised for combinations of lifestyle, agricultural enterprises, passive recreation, scenic / landscape reserves and natural tourism, while yet others are water catchments and storages. And scattered through the green wedges are some 40 urban areas of various sizes, such as Somerville, Healesville, Whittlesea and Diggers Rest.

The planning regime for green wedge land must be one which allows a range of land use and management approaches appropriate to these differing circumstances, yet maintains the basic integrity of those parts that are not already utilised for urban purposes. It also needs to provide for both economic and environmental functions of green wedges.

Planning to achieve sustainable results in any situation, but particularly in the green wedge areas, requires balanced decision making.

The purpose of green wedges is generally reflected in draft Implementation Plan 5 – ‘Green wedges’. In this plan, Appendix 1 outlines green wedge attributes and Appendix 2 addresses the purpose of green wedges. The degree to which these attributes and purposes apply in any given area will vary. This diversity is a critical feature of the green wedges and is already recognised in *Melbourne 2030*. For instance, the primary purpose of some areas may be support for agriculture while in other locations it is landscape consideration. We intend the green wedge management plans to help refine spatial differences across the green wedges.

Some submitters argue that local councils alone should be able to develop green wedge policies. However this ignores the benefits of a metropolitan overview about where urban development should be encouraged and where rural land use and values should apply. The State Government’s introduction of Core Planning Provisions across all green wedges to control a range of urban type or intensive land uses is one such action. The development of green wedge action plans that can address both

metropolitan and local issues is another. Councils can develop complementary policies to reflect local circumstances.

An important matter for consideration as part of implementation will be engaging landowners in sustainable land management.

#### Priorities for implementation

In response to your comments we commit to:

- applying the new Core Planning Provisions in the Victoria Planning Provisions across all green wedges
- supporting local councils in adding complementary policies to their local planning provisions where required

We are giving immediate priority to these projects:

- Green Wedge Management Plans

## Where does green wedge policy apply?

### Your comments

The Shire of Cardinia and the Interface Group of Councils maintain that the green wedge policy area should not extend to easterly rural areas of the Shire and should be determined on a strategic basis, having regard to the characteristics of the locality. The land would remain zoned for rural purposes.

The areas that Cardinia feels should be deleted from the green wedge are in the south and east of the shire. They are traversed by the Princes Highway and the South Gippsland Highway and include large areas of State forest, the Koo-wee-rup agricultural areas and areas around Western Port. Cardinia and the interface councils appear to suggest that the existing green wedge legislation and the consequent planning scheme amendment processes and limitations on land use should not apply in these areas.

### Our response

There is no ideal outer limit to the green wedges. However, the municipal boundary is a convenient and easily understood line.

Earlier green wedge policy related mainly to the areas between the various growth areas while conservation areas were declared for the Mornington Peninsula, Yarra Valley and Dandenong Ranges. Council planning schemes added local policies to support and recognise local and regional values.

We believe the boundary should be left where it is. The two highways mentioned above are likely to attract a range of commercial and urban uses that would be better located in urban areas, the Koo-wee-rup agricultural land should be

protected from incompatible tourist and urban uses, and the State Park clearly contributes to the conservation of natural resources.

#### Priorities for implementation

In response to your comments we commit to:

- maintaining the green wedge outer boundaries as they currently exist

## Should green wedge boundaries be extended?

### Your comments

A number of submissions refer to issues beyond the areas proclaimed as green wedges. Some submitters argue that the green wedge concept should be applied to French Island and Phillip Island. They believe these are important conservation areas that deserve the protection afforded by green wedge policies.

Another submitter asks that the green wedges be extended to Moorabool Shire, suggesting that the growth of Bacchus Marsh is closely aligned with metropolitan growth and that the shift to growth in the west and north will affect the rural setting and conservation values of adjoining parks and reserves. This submission also refers to the significant conservation values of the Lerderderg and Werribee Gorge State Parks, Macedon Regional Park and parts of the Brisbane Ranges National Park, which would receive greater protection if they were included as part of the green wedges.

Murrindindi Shire feels there is potential for some land uses that may be prohibited in the green wedges to 'leapfrog' to adjoining municipalities that do not have green wedge status and protection. Murrindindi asks for this issue to be examined, and for a way to control inappropriate development like this to be included in *Melbourne 2030*.

The City of Casey submits that the term 'green wedges' is misleading and prefers the term 'green belt'. It also says the combination of legislation and new planning controls will combine to push some uses outside the green belt into adjoining municipalities.

## Our response

The application of green wedge policy to a specific area, such as the area between the UGB and the outer edge of interface municipalities, raises questions as to whether the level of policy and statutory protection should be different in green wedges and in areas immediately beyond their outer boundary. It is sound policy to provide an equal level of policy protection to areas that deserve it, whether they are inside the green wedges or not. This can be achieved in a number of ways including the application of a UGB to rural and regional towns, revision of Municipal Strategic Statements, the development of regional corridor action plans and other plans as envisaged in initiatives 3.1.2, 3.1.3 and 3.1.4, and the application of new zones made available through the Rural Zones Review.

The UGB has been applied to the following townships:

- Toolern Vale
- Bulla
- Hurstbridge
- St Andrews
- Panton Hill
- Coldstream
- Healesville
- Launching Place
- Millgrove
- Monbulk
- Seville
- Seville East
- Silvan
- Wandin North
- Warburton
- Wesburn
- Woori Yallock
- Yarra Glen
- Yarra Junction
- Beaconsfield Upper
- Bunyip
- Garfield
- Gembrook
- Koo wee rup
- Lang Lang
- Balnarring
- Baxter

- Flinders
- Red Hill
- Red Hill South
- Somerville
- Somers
- Shoreham

The term 'green belt' has often been associated with an inflexible prescriptive approach to land use and development. *Melbourne 2030* reinforces many existing non-urban policies that currently apply around metropolitan Melbourne. Rather than implying a 'no go' area, the green wedge policy applies a consistent approach to control of land uses and development. The policy provides for needed outward expansion of the urban areas through clearly understood processes. With added support from management plans, green wedges can support a range of non-urban values and features.

Moreover, the green wedge policy provides an easily comprehended approach to protecting the rural areas that surround Melbourne. Previous green wedge policy was more of a concept that applied to the areas between the urban growth areas, but its physical limits were unclear and the values and features of each wedge were not clearly demonstrated. In addition to previous green wedge policies, former State Governments have approved conservation policies for areas such as the Yarra Valley, Dandenong Ranges, Macedon Ranges and Mornington Peninsula, and have added protective measures to existing planning schemes. *Melbourne 2030* builds on these historic decisions and combines them into a more comprehensive metropolitan overview.

While there may be some debate about the area covered by the green wedges, they are now better identified than before. Planning authorities in areas outside the green wedges have the ability to provide additional policy protection to areas of economic, environmental or social significance. The new zones developed through the Rural Zones Review are available to all local councils throughout Victoria to use. In addition, *Melbourne 2030's* Direction 3 proposes initiatives and policies to provide protection for rural areas within green wedges and outside them. The Rural Zones Review offer a more responsive suite of planning controls for rural areas that, if applied, is likely to clarify the difference between areas used for rural industry and areas for mixed use or conservation purposes (see also the responses to submissions in Policy 3.2 – Provide a consistent set of controls in rural areas).

### Priorities for implementation

In response to your comments we commit to:

- supporting local councils in reviewing and, if necessary, revising their Municipal Strategic Statements and local planning policies in areas outside the metropolitan area adjacent to the green wedges
- considering interface issues as part of developing green wedge management plans
- working with local councils in the Bendigo and Ballarat transport corridors to develop detailed strategic plans that address interface issues
- working with local councils in reviewing and revising Ministerial Direction 6

We are giving immediate priority to these projects:

- Metropolitan Fringe Councils – Strategic Planning Partnership
- Green Wedge Management Plans
- Ballarat and Bendigo Region Action Plans

## Should land management and development controls apply in green wedges?

### Your comments

Many submitters argue for further subdivision rights over their land. Reasons vary widely and include:

- loss of subdivision opportunities limit anticipated retirement income
- many existing land parcels are too large for one person to manage, with weed infestation, land management problems, and income from the property that is inadequate to fund such improvements
- many farms are in rain shadow areas, soils are poor or rocky and unproductive, trees are hard to grow, and the land is inappropriate for productive farming
- poor land management makes some areas unkempt and an eyesore, but if lots were smaller they would be easier to manage, with landscape and environmental benefits
- existing lot sizes, such as 40 ha, are considered inappropriate as a farming unit
- closer subdivision of 2 to 10 ha makes it more difficult for residential developers to achieve residential zonings with the aim of creating a more compact city

- rural lots of more than 2 ha attract an assets test for pension purposes, making it difficult for some landowners on limited incomes to retire
- many areas have no environmental values and could be further subdivided to allow rural residential development
- subdivision would increase rates and allow the local council to improve services to ratepayers
- smaller lots near the UGB would be good for fire prevention as smaller management units would be easier to control
- smaller lots would encourage more tree planting and improvement to the landscape and the environment
- farming near the urban fringe is difficult as there are restrictions on the movement of machinery and stock on public roads, dog packs interfere with livestock, and vandalism is more prevalent
- urban dwellers near farming land complain about farming activities that are noisy, smelly, bring spray drift and are incompatible with their expectations.

A number of submitters complain about deficient land management by public authorities, citing examples of weeds and feral animals emanating from public land. They say that while authorities encourage or demand action on freehold land, management of the public realm is poor. Some ageing farmers and other landowners want to see a clearer 'exit strategy' from the land. Many view subdivision, and sale for hobby farms and rural residential development, as a way of realising capital invested in their properties.

## Our response

These issues are not new and have been played out for decades in varying degrees around the metropolitan area and major urban settlements across Victoria. The degree to which people are concerned about them depends in large part on the nature of different parts of the metropolitan area. For instance, we have received relatively few submissions from the Mornington Peninsula, Yarra Valley and Dandenong Ranges. These areas have attractive landscapes, highly sought after for purposes that include productive agriculture and lifestyle. There is a long-held and strong body of opinion from local residents and others that these areas need to be safeguarded from inappropriate subdivision and managed to safeguard local landscapes, environmental features, tourism and agricultural practices. The response is different in other parts of the metropolitan area where landscapes are less naturally attractive and farming productivity is less.

It should be noted that all rural areas are currently subject to land use and development controls. This includes the Core Planning Provisions (see clause 57 of the VPPs) that limit the scale and range of urban uses in green wedges. These provisions give better protection to agricultural enterprises, rural landscapes and environmental areas by limiting urban 'intrusions' into rural areas.

The green wedges, the UGB and growth area planning have as one of their aims reduction of the demand on urban services and provision for a more sustainable city. The demand for urban services in rural residential and rural living lots is similar to conventional residential areas in terms of schools, town water, community services, and road making. These types of developments also rely heavily on private car use for access and mobility. The collective demand on the public purse, energy consumption and outputs to the environment can be high. This is inconsistent with the sustainability principle of *Melbourne 2030*.

In some locations, where growth areas may be expanded in the future, rural residential subdivisions can make it difficult, if not impossible, for land to be assembled and subdivided again for conventional higher density housing and urban development. The balanced view in *Melbourne 2030* has been to allow residential development only in township locations where services are available or, subject to Policy 3.2, to allow rural residential development subject to the tests in Policy 2.4, 3.2 and revised Ministerial Direction No 6.

Further subdivision can lead to problems of overstocking, lack of weed control and human pressure on the environment. It can diminish rather than improve land management. In some cases it may lead to problem issues like those mentioned earlier, including additional conflicts with farmers.

Many local councils have schemes in place to help rural land owners, and offer measures to assist with land management such as rate relief associated with environmental management plans, advice from environmental officers, rabbit control programs and so on. At State level there are programs such as Landcare and Bushcare, catchment management strategies and other similar undertakings. Once in place green wedge management plans, proposed in draft Implementation Plan 5 - 'Green wedges', are planned to improve coordination between these measures and recommend additional programs where needed. These management plans will move beyond land use planning and look at programs to facilitate agricultural activities or environmental management. A key recommendation is to develop management plans for individual green wedges to help with these issues. We intend to develop a program that is more responsive to the needs of landowners who have to grapple with the ongoing problems of managing their properties.

The policies, the legislative changes, the new Core Planning Provisions applying to all green wedge planning schemes and proposed actions in draft Implementation Plan 5 - 'Green wedges' will help protect green wedge values and limit wider community costs. We recognise the pressure on landowners in managing their land. Coordinated programs of advice and assistance to landowners will help ensure that green wedges remain as productive as possible, make a positive contribution to the environment, and give support to broader metropolitan policies.

### Priorities for implementation

In response to your comments we commit to:

- supporting local councils in adopting and applying local planning policies and further restricting subdivision
- continuing existing programs that support landowners as part of developing green wedge management plans

We are giving immediate priority to these projects:

- Green Wedge Management Plans



## Should incentives be offered for better land management and productive land use?

### Your comments

The need for additional incentives and support to landowners to ensure protection of farming practices, landscapes and areas with environmental qualities is a real issue. Many submitters find it difficult to provide a sustainable land management regime because of the poor productivity and returns from farming in many areas, and the costs associated with maintaining their properties.

Environment Victoria, the Green Wedge Coalition and the VNPA say incentives are important to motivate and assist private landowners in protecting and managing native vegetation. This group recommends resourcing a package of incentives similar to successful statewide schemes such as Bush Tender, and local government environmental rebates.

The VFF (Sunbury branch) considers that rewards or incentives must be considered where green wedge objectives involve landowners providing public benefit, or where property rights are diminished. Suggestions include direct management payments, rate relief, trade-offs of development rights or compensation. The VFF supports these proposals and recommends positive incentives to enable farmers to support agriculture as a means of helping manage land in the public interest. It suggests solutions like rate relief, stronger recognition of 'right to farm', a properly funded weed and pest animal program, fire protection, access to water including recycled water at reasonable prices, and financial support for farmers contributing to local action plans.

### Our response

Many programs providing support for green wedges emanate from State and local government, public authorities such as Melbourne Water and EPA, groups such as the Victorian Trust for Nature, the Port Phillip and Westernport Catchment Management Authority, and volunteer groups. But actions often appear fragmented, with too much reliance on planning controls. Resources for these programs vary at municipal level, depending on the will and ability of each local government to fund local measures such as environmental rate incentives, education programs or conservation officers.

A key measure in draft Implementation Plan 5 – 'Green wedges' is the development of management plans for green wedges. These aim to develop a clearer long-term vision for each green wedge and a series of specific actions to underpin long-term management of land. The responses are bound to be diverse given the

differences across the green wedges. The management plans will provide a way of bringing together existing programs, identifying gaps and suggesting possible longer term measures to better manage and sustain green wedge values. These will be closely coordinated with catchment management plans and other government programs.

### Priorities for implementation

In response to your comments we commit to:

- continuing and improving the coordination of existing government programs that support landowners

We are giving immediate priority to this project:

- Green Wedge Management Plans

## Are the green wedge policies comprehensive enough?

### Your comments

The Back Creek Landcare Group and several other submitters ask for more policies to be added under Direction 2. To ensure a sound natural environment and resource management, they consider that new development and uses in green wedges should take into account salinity, native vegetation and water quality. They also recommend that revegetation of green wedges be restricted to indigenous vegetation and that fencing and revegetation not restrict visual amenity or rural landscapes.

### Our response

Many of these issues must be taken into account in preparing planning schemes and considering permit applications. The green wedge management plans can address them in part, and will do so. Another way of working towards them is the establishment of a group to watch over the implementation of environmental catchment planning (including salinity and native vegetation plans for example), as suggested in the responses to Policy 5.8. Revegetation with native species is supported by the Government's existing policies on net gain of native vegetation (see the discussion in Policy 7.7).

### Priorities for implementation

In response to your comments we commit to:

- considering the need for additional policy support for green wedges at the local level

We are giving immediate priority to this project:

- Green Wedge Management Plans

## Should other issues be considered?

### Environmental benefits through development

#### Your comments

Many submissions suggest there is an advantage to allowing development, if that results in net environmental gain or other community advantage. The City of Greater Dandenong and other submitters emphasise the need to balance the opportunities provided through development to achieve environmental benefits, particularly near the urban edge. One submitter refers to waterways improvements made possible at no cost to the community through allowing appropriate urban development.

Another submitter holds that the green wedge limitations do not provide an opportunity for innovative, creative and viable projects that satisfy the green wedge policy and also achieve a high level of environmental and community benefit.

#### Our response

The case put by these submitters is reasonable in principle but it must be balanced in terms of the impact on other policies. Before *Melbourne 2030* the tendency was to look at the cost benefit of individual proposals in isolation, rather than in wider metropolitan terms. *Melbourne 2030* takes a holistic view of development across the metropolitan area rather than a site-by-site approach.

Net environmental gain can occur in a number of instances. However, the cumulative effect of development can significantly dilute broader policies. While the green wedge policies and proposed planning controls are likely to be stricter than previous policies, there will still be opportunities for innovative developments that are consistent with *Melbourne 2030*. The metropolitan tests for such development are now more visible and proponents will need to address these as well as local and site-specific issues.

#### Priorities for implementation

In response to your comments we commit to:

- support development in green wedges that provides for not only environmental but also economic and social benefits consistent with the legislation applying to green wedges and the Core Planning Provisions

We are giving immediate priority to this project:

- Green Wedge Management Plans

## Green wedge values and features

#### Your comments

A common theme across many submissions is that green wedges vary widely in their values and features. A key value in one area is not replicated elsewhere. Nillumbik suggests that the features and values listed for the Nillumbik wedge be widened to better explain the area and to include productive agriculture, tourism and sustainable employment. Manningham suggests that the table of green wedges in *Melbourne 2030* is simplistic and antiquated; it considers that the values should be better integrated and show the synergies that exist between values. Moreover, the features should be regarded as values in themselves rather being classified as social, economic or environmental. Whittlesea also suggests a wider and more detailed range of features and values.

#### Our response

The table at Policy 2.4 of *Melbourne 2030* is not intended to be comprehensive but to demonstrate that many features exist across all metropolitan green wedges and that one value alone does not dominate. To that extent its aim is to stimulate debate about features and values, rather than narrow it.

The development of management plans and local policy will allow better definition of values and features and exploration of how these should be enhanced or safeguarded.

#### Priorities for implementation

In response to your comments we commit to:

- better defining the values and features of the green wedges through the Green Wedge Management Plan process

## Naming of green wedges

### Your comments

The Sunbury Maribyrnong Valley Green Wedge Defenders ask that the 'Sunbury Wedge' be renamed the 'Sunbury Maribyrnong Valley Wedge' as it gives character and definition to the name, reflecting the catchment it encompasses.

Hume City Council asks that a municipal approach be taken to preparing green wedge action plans, implying that a better name would be the Hume Green Wedge. However, naming could be considered in developing management plans for green wedges.

### Our response

The more important issue is the content of the green wedge management plans.

## Edge treatment

### Your comments

A number of submissions highlight the need for additional planning policies for the urban edge, the areas just inside and outside the UGB. Some submitters are concerned about the concept of a 'hard urban edge' abutting rural properties and resulting in land use conflicts. Others suggest that the UGB should be a place of transition where conventional urban development gives way to lower density uses.

### Our response

The issue of land use and development on the urban edge is a complex one that demands different responses. It needs to take into account the features and values in each area and the long-term use of land in a region. The UGB, the dividing line between urban development and each green wedge, does not imply that higher density development should directly abut rural areas.

We must ensure that planning inside growth areas takes account of appropriate edge treatments and that the transition suits the issues in a given area. A diverse range of planning zones and policies could be applied to land within the UGB to reflect a variety of opportunities in these areas

#### Priorities for implementation

In response to your comments we commit to:

- requiring the Committees for Smart Growth to consider the need for transitional areas along the UGB

We are giving immediate priority to these projects:

- Growth Area Planning
- Green Wedge Management Plans



# Direction 3

## Networks with the regional cities

### **Melbourne 2030 aims to achieve networks with the regional cities by**

- encouraging new urban development outside metropolitan Melbourne, particularly in Ballarat, Bendigo, Geelong, the townships of the Latrobe Valley and in key towns along the transport corridors to these cities
- protecting and safeguarding rural areas for a range of rural uses and developments, with preference in planning and development outside urban areas going to agriculture, conservation, natural resource-based uses, transport services and tourism, and with protection for important water catchments
- requiring that rural living developments be better planned and subject to more stringent development standards, in order to reflect the commitment to compact settlements and reduce the adverse impacts of such developments on the environment, water catchments, resource-based industries and provision of infrastructure and services

### **Feedback from the consultation tells us that**

- there is strong support for the concept of promoting growth in regional cities and key towns along transport corridors, provided that the extent and direction of the growth is specified and that this does not threaten the character of those cities and towns which would bear the brunt of new development
- there is widespread support for strong controls over rural residential development, and limits to it, and demand for a consistent set of rural land use controls across the State

### **In implementing the policies in this Direction we commit to**

- monitoring the supply of land for housing and industry in regional centres to ensure that adequate land is available for forecast growth
- the development of regional catchment strategies closely linked to the planning system, to protect and enhance environmental assets
- working with local councils to determine the extent of growth and the methods for managing it, and appropriate planning responses to development pressures
- monitoring the effect on housing affordability of any policy changes affecting rural living development
- providing a consistent set of rural zones for all non-urban areas

### **Current projects immediately relevant to implementation of this Direction**

- Ballarat and Bendigo Region Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Transit Cities
- Securing Our Water Future
- Amending Ministerial Direction No. 6 (Rural Residential Development)
- Urban Development Program

### **Draft Implementation Plans relevant to this Direction**

- Green wedges
-

# Policy 3.1

Promote the growth of regional cities and key towns on regional transport corridors as part of a networked cities model

## Level of comment on this policy

- high

## Key messages in submissions

- promote growth in regional cities and towns
  - clarify the direction and extent of expected growth
  - retain the character of towns and regional cities
  - cope with growth pressures in regional cities and towns
  - consider the impact of *Melbourne 2030* on regional Victoria
  - manage planning issues within regional cities and towns
- 

## Is growth in regional cities and towns desirable?

### Your comments

Most submitters agree with the policy of promoting growth in regional cities and towns. The Cities of Greater Geelong, Ballarat and Greater Bendigo feel they can accommodate increased growth.

Some submitters want population targets for regional Victoria and detail on what exactly would be done to facilitate growth in regional cities and towns. It is felt that tighter restrictions on Melbourne's growth would be necessary to support the policy. A few think that this policy would help avoid spoiling Melbourne through overdevelopment, and that new immigrants should be encouraged to live in regional areas.

In commenting on Initiative 3.1.1, the PCA suggests that local councils should undertake broad strategic planning as part of their normal corporate activity within the context of economic strategies prepared by the State Government, to ensure self-sustaining business and development opportunities in the regional centres. Environment Victoria submits that the action plans should set out measures to protect the rural environment and native vegetation and habitat through the planning system, with the plans being prepared by working groups that include community environment representatives and experts in nature conservation and catchment management. The City of Bendigo asks for an explanation of how the action plans relate to each other and to planning for the rest of the State, suggesting that as well as

*Melbourne 2030*, a strategic plan for the whole of Victoria is needed to provide context for the action plans.

A few submitters feel that a policy of decentralisation will be needed to move employment to the regional centres. The fast train project is seen as an important contributor to the policy outcome. Some feel that development should only be encouraged in areas within one hour's public transport commuting distance from Melbourne.

More examination of the environmental issues associated with the policy is requested by many submitters. Some doubt that regional development promotes overall sustainability outcomes, believing this policy is promoting sprawl rather than containment. Others argue for examination of the relative costs of development in regional Victoria and Melbourne. Some regional councils, such as Mitchell, feel that development in many smaller townships will be limited by availability of water. Hepburn Shire believes development in Ballarat will have flow-on effects, meaning the Shire will need to do additional strategic planning work to manage the increased demand for rural living development.

A few submitters raise the issue of the 'fragmentation effect' of development along the regional transport corridors within the green wedges. The City of Greater Geelong submits that the maps such as Figure 32 could be interpreted as promoting continuous sprawl along the corridors.

## Our response

The policy clearly states the issues that need to be addressed before promoting development in regional areas. It includes ensuring that these areas have access to the regional public transport network, and that development impacts on non-urban areas are limited.

The Government has stated that we should plan to expand Victoria's population to 6 million by 2025. An annual population growth rate target has been set of 1.25 per cent per year in regional Victoria by 2006. The distribution of population growth across Victoria will depend on many factors, including environmental carrying capacity and economic opportunity in the various regions.

There is more discussion of this issue in 'The basis for *Melbourne 2030*' - Planning for population growth and demographic changes.

The issue of relative costs has been examined in the past, with no useful conclusion being reached due to the complexity of cost estimation and apportionment. Market forces are already at play in support of development in the regional cities and towns along the transport corridors. This suggests that no cost disadvantages can be associated with development in many regional areas.

The policy does not promote sprawl as it explicitly states that development will only be considered in regional cities and in key towns - not every settlement is suitable for development. As the policy applies outside the metropolitan area, there will be no effect within the green wedges.

### Priorities for implementation

In response to your comments we commit to:

- monitoring the supply of land for housing and industry in regional centres to ensure that adequate land is available for forecast growth

We are giving immediate priority to these projects:

- Urban Development Program (includes the Geelong region)
- Ballarat and Bendigo Region Action Plans

## Can we be more specific about the direction and extent of expected growth?

### Your comments

Many submitters seek greater detail about the direction and extent of growth that is expected along each of the transport corridors and in the regional cities. Some ask that priority for growth should go to the Latrobe Valley, given the region's economic and social problems. Another suggests that the corridor to Seymour be given preference, while the Committee for Geelong feels Geelong is more important than Ballarat and Bendigo and should have a regional action plan done first. The City of Ballarat wants clarification of how big and how fast Ballarat should grow.

The Macedon Ranges Residents Association wants clarity about which towns will grow and which will not. The Association promotes Kyneton over Gisborne, Macedon and Woodend. Macedon Ranges Shire echoes this concern and feels the need to review its own capacity for growth in light of the policy.

The Shire of Baw Baw wants direction in dealing with growth pressures. Moorabool Shire Council submits that too little attention is paid to the 'interface' areas on the metropolitan fringe. It feels that areas such as Bacchus Marsh need to be planned for growth.

### Our response

More clarification and detail is needed about the expectations for growth and development in regional cities and key towns. Valuable feedback has been received from local councils just outside the perimeter of the metropolitan area who say that they support a clearly defined non-urban break between the urban areas of Melbourne within the urban growth boundary (UGB) and their own municipal boundaries. They also want to ensure that metropolitan expansion does not swallow up their small settlements.

The policy makes it clear that clarifying the detail of the direction and extent of growth will only be done in partnership with local councils and other key stakeholders, and with substantial community involvement. In 2001 a framework was developed for the future of the Latrobe Valley which sought to redress its significant social and economic problems. DSE is currently developing this detail, in partnership with local councils in the corridors between Melbourne and Ballarat and Bendigo and in the regions surrounding these cities.

Given Geelong's already well-developed planning strategies, it is likely that the Greater Geelong Council will be able to revise its Municipal



Strategic Statement and undertake any related action in line with *Melbourne 2030*.

The need to examine the Seymour corridor is accepted. Initiative 3.1.4 confirms the intention to look at the development issues in this corridor when improvements to public transport services are being planned.

#### **Priorities for implementation**

In response to your suggestions comments we commit to:

- working with local councils to determine the extent of growth and the methods for managing it in and around regional cities and key towns
- examining planning and transport issues within the Seymour corridor when resources permit

We are giving immediate priority to these projects:

- Bendigo and Ballarat Region Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Urban Development Program (includes Geelong region)

## **How can we retain the character of towns and regional cities?**

### **Your comments**

While supporting appropriate development in selected locations, many submitters want to see examination of the impact of such development on the regional cities and small towns. Of special concern is the transformation of settlements into 'commuter towns', which may be bad for the environment as well as for family life. The cities of Greater Bendigo and Ballarat want to avoid becoming commuter suburbs of Melbourne.

The PCA suggests that to avoid regional cities and towns becoming 'bedrooms', the long-term sustainability of regional city economies must be addressed. The Government needs to consider business development programs and investment that will be needed to encourage business establishment and retention. Some submitters suggest Government support for decentralisation of government departments.

Some submitters feel development will have an impact on the character of small towns along the regional corridors and on the cities themselves. This issue needs careful management. The PCA supports Initiative 3.1.3 but is worried that restriction of land supply in the small towns might adversely affect housing affordability. The Shire of Hepburn believes

councils need extra support to undertake the necessary neighbourhood character studies for each of their urban centres and to incorporate the appropriate controls, without which the future of their towns would be compromised.

### **Our response**

The fast rail project is likely to increase levels of commuting in the short term, as will the improving road and telecommunications infrastructure. But a commuter workforce does supplement the local economy, bringing local jobs in its wake because the new households will promote the establishment or expansion of local businesses. Given the distances involved, regional cities are likely to find that only a small proportion of their workforce commutes.

Towns closer to Melbourne may experience development pressures more acutely – for example, a very high proportion of the Macedon Ranges workforce already commutes to Melbourne due to the good transport network. The policy states that growth in the affected areas must be managed to reinforce the distinctive roles and character of each city and town through a State and local partnership approach.

One of the best ways to promote regional growth is by encouraging growth in existing businesses in regional areas. The new communications links to Melbourne and national or international markets can help this to happen. New businesses that want to establish in regional areas because of their inherent economic factors can be assisted by current Government programs. The Regional Infrastructure Development Fund is designed to help build the infrastructure to support existing and new business in regional Victoria. The Transit Cities Program in Geelong, Ballarat, Bendigo and the Latrobe Valley will also provide a catalyst for appropriate new development.

#### **Priorities for implementation**

In response to your comments we commit to:

- monitoring levels of growth and its impact on regional cities and towns
- working with local councils to develop appropriate planning responses to development pressures

We are giving immediate priority to these projects:

- Bendigo and Ballarat Region Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Transit Cities

### **How can we cope with growth pressures in regional cities and towns?**

#### **Your comments**

Local councils in the region outside the metropolitan area have expressed concern about the magnitude of growth they are experiencing or are likely to experience as a result of *Melbourne 2030*. Councils like Hepburn, Moorabool, Mitchell, Macedon Ranges, Ballarat, Bendigo and Baw Baw assert that development of the regional cities and towns will require additional strategic work. These councils say that their resources are limited and that the State Government should assist them to manage these development pressures.

The PCA is also worried that increased growth in regional cities could see a decline in affordable housing and suggests that the Office of Housing take an active role to see that this does not occur.

#### **Our response**

Acceleration of growth in regional Victoria pre-dates the release of *Melbourne 2030*. The improvement of transport and telecommunications infrastructure that has occurred in regional areas has been an ongoing process and one supported by all levels of government.

We acknowledge that some local councils have a limited capacity to undertake strategic planning work. Working with the Department for Victorian Communities (DVC), DSE has created the Metropolitan Fringe Councils - Strategic Planning Partnership. This will address urgent short-term planning pressures in such areas. It will build strategic planning capacity of the councils and strengthen the communities in these municipalities by engaging them in the process. But this should not detract from the responsibility of local councils to allocate enough resources to plan for and manage development pressures in their own areas.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with local councils to develop appropriate planning responses to development pressures

We are giving immediate priority to these projects:

- Bendigo and Ballarat Region Action Plans
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Transit Cities

## What other issues are of concern for regional Victoria?

### Your comments

A few submitters believe the Government should develop a broader view of development across the whole of regional Victoria before settling its policy on establishing networks with regional cities. The Committee for Geelong asks why Melbourne needs to accommodate all the expected growth in population – it thinks the Government should have set a preferred population limit for Melbourne and directed the remainder to regional Victoria. The City of Ballarat suggests creating a long-term state-wide framework for growth that addresses social, economic and environmental objectives for Victoria.

Others feel more could be done for small towns and rural areas outside the region, particularly those that are in decline. There is a belief that these other areas have capacity for growth that should be utilised. Some submitters suggest establishing more 'learning centres' outside Melbourne and encouraging more 'events' and festivals in regional areas.

### Our response

We believe these issues are outside the scope of *Melbourne 2030*. They cannot be addressed within a strategy that focuses on metropolitan Melbourne and the surrounding region.

See also the response to submissions in 'The scope of *Melbourne 2030*' – Geographic scope of *Melbourne 2030*.

## How will we handle detailed planning issues for regional cities and towns?

### Your comments

Many submitters make comments and suggestions on a variety of matters related to the development of regional cities and towns. Engineers Australia, Victoria Division, suggests that the transport corridors should take account of freight as well as passengers. Bicycle Victoria proposes ways to enable cycling to be integrated into regional centre planning. The Victorian Tourism Industry Council wants the value of tourism and its supporting infrastructure to be recognised as important for regional Victoria. One submitter makes recommendations about locations of rail stations in transport corridors, the need for emergency vehicle access to be considered in the design of road networks, and for regional transport hubs to be supported by prepared CFA brigades. Another suggests there is an opportunity to use recycled water in the

metropolitan area hence freeing up potable water resources for regional cities.

Some metropolitan councils, such as Greater Dandenong, Maribyrnong and Whittlesea, stress the role that Dandenong, Footscray and Craigieburn/Donnybrook activity centres respectively could play in supporting the development of the regional areas. They would like to see more prominence given to this role.

### Our response

These comments are useful and will be considered in the next level of detailed planning that has already started for the regional areas of Bendigo and Ballarat, and the corridors between them and Melbourne. Important matters for consideration as part of this planning will be relevant issues raised by submitters, such as freight, tourism, emergency services, and water recycling.

The City of Greater Geelong and regional stakeholders have also initiated their own regional planning process which is being supported with government financial assistance.

The suggestion of freeing up potable water from Melbourne's catchments for use in regional cities will be referred to the review of the green paper 'Securing Our Water Future' (See also Policy 7.1).

The role of the Footscray and Dandenong activity centres (together with the role of other Transit Cities) with respect to regional Victoria will need to be determined through more detailed planning of those centres by the Transit Cities Program.

### Priorities for implementation

In response to your comments we commit to:

- examining the planning issues in detail, particularly in key towns along regional transport corridors
- referring issues relating to water transfer from Melbourne to regional cities to the Securing Our Water Future project
- examining the role of Footscray and Dandenong activity centres in servicing regional areas

We are giving immediate priority to these projects:

- Ballarat and Bendigo Region Action Plans
- Urban Development Program (includes Geelong region)
- Transit Cities
- Securing Our Water Future

# Policy 3.2

Control development in rural areas to protect agriculture and avoid inappropriate rural residential development

## Level of comment on this policy

- medium

## Key messages in submissions

- control rural residential development
- provide a consistent set of controls in rural areas
- cope with rural development pressures

## What controls should be placed on rural residential development?

### Your comments

Most submitters favour strict controls – if not outright prohibition – for rural living developments. They refer to the way in which small lot rural development can be ‘wasteful’ of land resources and the difficulty of servicing such lots with relatively few people on them. Others support prohibition on environmental grounds, or restriction on the location of such developments, taking into account land capability, wildfire management and water catchment requirements.

A few mention the impact of such developments on agricultural uses. Some feel they damage agricultural activity while, conversely, others suggest that certain uses such as poultry farms should be separated from residential uses by buffers. A few submitters also want farmers to be able to sell off vacant lots to enable them to survive in times of economic hardship.

The Shire of Murrindindi is among a few to seek assurances that the policy will not impinge on its ability to plan and implement controlled growth in its municipality. It would like to be involved in the review of Ministerial Direction No. 6.

The PCA supports Initiatives 3.2.1 and 3.2.2 but suggests that restriction of land supply could have adverse effects on housing affordability. Environment Victoria supports Initiatives 3.2.2, 3.2.3 and 3.2.5 and believes the Rural Zones Review (Initiative 3.2.1) should provide an improved, expanded suite of zones to better protect the natural environment as well as to encourage agriculture that does not damage it.

The issue of ensuring that new rural living development does not occur in areas subject to

high degrees of wildfire risk is raised by some submitters.

### Our response

The review of Ministerial Direction No. 6 (see Initiative 3.2.3) will explore the need to improve the standards that apply to rural residential developments, and it will consider the matters raised by submitters. DSE will work with all councils to review their own policies in light of the revised Ministerial Direction No. 6, seeking to have the local planning policies provide clearer guidance as to where and under what conditions rural residential development might be permitted.

Protection from incompatible non-rural uses must be afforded to natural resource-based uses such as agriculture. There is a clear policy of discouraging the selling off of existing small lots in rural areas. Planning policy should not be used as a vehicle to provide supplemental income to one class of land user (see also the response to submissions in Policy 2.4 – Subdivision and land management).

Locating rural living development in areas subject to natural hazards such as wildfire can be addressed through the review of Ministerial Direction No. 6 (see also the response to submissions in Policy 7.7 – Fire management).

While the effect of the policy on housing affordability is important it is not relevant to the current situation, where studies have shown that the metropolitan area and its surrounding region have available a supply of potential rural living lots that far exceeds any conceivable demand. The issue is not about a potential shortage of lots but how to cope with the effects of those already available.

See the next section for comments on the Rural Zones Review.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with all councils in the review of Ministerial Direction No. 6
- monitoring the effect on housing affordability of any policy changes affecting rural living development

We are giving immediate priority to these projects:

- Amending Ministerial Direction No. 6 (Rural Residential Development)

## **Why do we need a consistent set of controls in rural areas?**

### **Your comments**

Consistency in the land use control regimes applying within and outside the metropolitan area is sought by many submitters. It was thought by some that the proposed new Green Wedge Zone and Rural Conservation Zone (see draft Implementation Plan 5 – ‘Green wedges’) are much stricter than the Rural Zone provisions that mainly apply outside the metropolitan area. Some submitters want to see the new zones applied across Victoria and not just to the green wedges. Many submitters suggest that the current Rural Zones Review should take into account the new zones proposed by *Melbourne 2030*.

Others such as Environment Victoria support the review of Ministerial Direction No. 6 and propose introducing tenement controls and restructure overlays to prevent small lots being used for rural residential development. Still others want to see new rural residential subdivision prohibited, the proposed Green Wedge Zone applied around towns and regional cities, and the proposed Rural Conservation Zone applied along all waterways in Victoria.

### **Our response**

We agree that the issue of consistency of controls between the area covered by green wedges and the surrounding rural areas needs attention. The Rural Zones Review, which dovetails with the Green Wedge policy, provides an integrated set of new rural zones. The new zones will be able to be applied across all the rural areas of Victoria, including the Green Wedges.

#### **Priorities for implementation**

In response to your comments we commit to:

- providing an integrated set of new rural zones that can be applied across all rural areas

We are giving immediate priority to these projects:

- Amending Ministerial Direction No. 6 (Rural Residential Development)

## How can we cope with rural development pressures?

### Your comments

Local councils in the region around the metropolitan area express concern about the magnitude of growth they are experiencing or are likely to experience, given the policy of *Melbourne 2030*. Councils like Hepburn, Moorabool, Mitchell, Macedon Ranges, and Baw Baw are worried that rural residential development will accelerate and will require additional strategic work. These councils say their resources are limited and the State Government should assist them.

### Our response

Many local councils already have an appropriate policy base for controlling rural residential development, and this will be enhanced by the new zones made available through the Rural Zones Review and the review of Ministerial Direction No 6. However DSE and DVC's creation of the Metropolitan Fringe Councils - Strategic Planning Partnership (see 'Cope with growth pressures in regional cities and towns' in Policy 3.1 above) will be a significant help for local councils and communities.

#### Priorities for implementation

In response to your comments we commit to:

- working with local councils to enhance their local policies and controls

We are giving immediate priority to these projects:

- Amending Ministerial Direction No. 6 (Rural Residential Development)
- Metropolitan Fringe Councils - Strategic Planning Partnerships

# Direction 4

## A more prosperous city

### **Melbourne 2030 aims to achieve a more prosperous city by**

- integrating land-use and transport infrastructure planning and delivery in key transport corridors to ensure high-quality access to ports and airports and efficient movement of people
- protecting opportunities for internationally competitive industry clusters seeking large land holdings
- expanding logistics and communications infrastructure to underpin development of the innovation economy
- retaining the Central Activities District (CAD) as a key location for high-order commercial development and the retail and entertainment core of the metropolitan area

### **Feedback from the consultation tells us that**

- you are concerned about the availability of suitable land for future industrial development and about protecting existing industries from competing land uses
- you support the development of a Central Melbourne Plan, with discussion that covers the scope of the plan, specifically the geographic scope
- you recognise the growing importance of the freight and logistics sector, and consequently of the fundamental need to provide appropriate buffers
- there is strong support for the identification and establishment of high technology clusters to promote high-quality jobs, even though the best locations for these clusters have not been settled
- there is support for the continued deployment of broadband communications, with flexibility in the way the aim of widespread coverage is achieved

### **In implementing the policies in this Direction we commit to**

- working with local government and other key stakeholders to improve information on the availability and demand for industrial land
- working with local government to ensure its local planning policies allow for the protection of small and locally significant enterprises from inappropriate neighbouring uses
- ensuring there is enough land for industries that are critical to the overall performance of the economy and employment generation
- planning for new development and redevelopment so as to protect and provide for important infrastructure corridors
- addressing ways to reduce vehicle movements and increase public transport patronage in the framework plan for inner Melbourne
- protection of existing and future intermodal facilities

### **Current projects immediately relevant to implementation of this Direction**

- Urban Development Program
- Industrial Land Database
- SEPP (Air Quality Management) Protocols
- Growth Area Planning

- Structure Planning Program for Activity Centres
- Green Wedge Management Plans
- Inner Melbourne Forums and Action Plan
- Yarra Plan
- Rail Capacity Study
- Victorian Freight and Logistics Strategy
- Victorian Aviation Industry Strategy
- Next Wave Program

#### **Draft Implementation Plans relevant to this Direction**

- Green wedges
  - Activity Centres
  - Growth Areas
-



# Policy 4.1

Maintain access to productive natural resources and an adequate supply of well-located land for energy generation, infrastructure and industry

## Level of comment on this policy

- medium

## Key messages in submissions

- provide for future industrial development
  - sustain existing industrial activity
  - provide essential energy and other infrastructure
  - support natural resource based activity
- 

## How can we provide for future industrial development?

### Your comments

Many submitters endorse that the availability of suitable land for industrial development as important for the local and metropolitan economies. The City of Kingston believes that industrial areas underpin wider considerations of employment, housing and transport. The City of Brimbank maintains that its future prosperity relies on the provision of industrial zones to enable employment growth.

The City of Greater Dandenong says the supply in eastern Melbourne needs augmenting, with Greater Dandenong being the most suitable area to do so. This view is supported in the submission from the South East Melbourne Manufacturers' Alliance. Another submitter feels the whole issue of manufacturing and other light industries has been overlooked. The City of Whittlesea suggests that *Melbourne 2030* does not adequately assess or recognise future industrial land supply needs.

Other submitters disagree with the issue of shortages, however, claiming there is enough land in the metropolitan area for industrial expansion and criticising the 'parochial view' of local councils. Some are concerned that industrial expansion might be at the expense of existing parks, gardens, reserves, and so on.

The Australian Institute of Landscape Architects submit that planning for industrial use should be done at regional or metropolitan scale. This is endorsed by Manningham City Council which says that Initiatives 4.1.7 and 4.1.8 should be managed at regional and State level.

The PCA supports Initiatives 4.1.6 to 4.1.10, dealing with planning and managing future industrial development.

### Our response

This policy and its associated initiatives provide the basis for planning and managing future industrial development. The initiatives in particular indicate the determination to plan for and monitor land supply and demand for industrial uses. Additional land is identified in *Melbourne 2030* for industrial use west of Laverton and around Somerton in the city's north.

DSE is updating the vacant industrially zoned land survey for local government area 'hot spots' in the south-east, west and north of the metropolitan area so that figures for the amount of vacant industrially zoned land in these LGAs can be provided for 2003, 2001, 2000 and other years. The accuracy of the data has been enhanced by detailed inputs from stakeholders in the Industrial Development Forum, held in June as part of the Urban Development Program. We can use historic consumption rates to calculate the years of supply that remain, but as industrial development is 'lumpy' this is not a reliable forecasting method. Therefore, DSE will be looking at better ways of forecasting demand. These include a sentiment survey of real estate agencies, industry groups and major developers to be conducted with the PCA, as well as economic modelling and employment projections.

DSE has also started to track vacant industrial land and premises for lease or for sale, to measure available hectares of land and floor space, and rents and property sale prices. This will be part of the Urban Development Program, which is described more fully in the response to comments under Policy 2.2.

The Urban Development Program has identified a shortage of industrial land supply in the south east and this has been the catalyst for immediate changes to the UGB to ensure adequate supply.

The work is being done at metropolitan and regional level, with strong interaction with local councils and firms operating in the industrial land market. The shorter term issue of appropriately located industrial land supply with large allotments in the south-east of Melbourne will be addressed by identifying additional land in this region suitable for industrial development.

See also the response to submissions in the section, 'The scope of *Melbourne 2030* – Need for economic and social development plans'.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with local government and other key stakeholders to improve information on the availability and demand for industrial land
- investigating ways to better forecast demand for industrial land

We are giving immediate priority to these projects:

- Urban Development Program
- Industrial Land Database

## **Does existing industrial activity need to be protected?**

### **Your comments**

Existing industries should be protected from competing land uses, particularly in the inner areas, according to many submitters.

The City of Whitehorse asks that guidelines be developed to address conflicts between industrial and other uses. The Plastics and Chemical Industries Association stresses the importance of planning to prevent sensitive land uses and industry encroaching on each other, and of addressing current deficiencies in the coordination of the safety, planning and environmental processes that affect industry. The City of Maribyrnong also requests that location and development criteria be developed to protect existing residential areas near or on the routes taken by freight traffic into and out of industrial areas.

The cities of Darebin and Moreland submit that the policy should recognise the role of small industrial uses in the economy and support local industries against competing land uses. Similarly, the City of Port Phillip argues the need to recognise and support industrial areas close

to the Port of Melbourne and the major arterial roads network. The City of Hobsons Bay supports maintaining most of its existing industrial base, but suggests that some industrial areas are inappropriately located and should be converted to other uses.

Some submitters argue against protection for existing industrial areas. A few are concerned about the continuation of the Coode Island facilities and associated industry next to residential environments. They say industries that contribute to air pollution and generate other undesirable emissions should be 'cleaned up' or relocated away from inner areas. Some suggest that the Government should consider buying out older industries and relocating them 'along major transport corridors'. The Habitat Trust, for example, submits that offensive odours need to be better controlled while questioning the continued development of land for offensive industry at Laverton North, near residential areas. It suggests a new zone be created somewhere away from those areas.

### **Our response**

The nature of activity that is classified as industrial changes constantly, requiring a continual reassessment of the suitability of areas for different uses. For example, in recent years there has been a significant increase in the development of warehouses and industrial clusters that consume large amounts of land in outer areas near major transport networks. Developments that encourage dependent businesses and industries to co-locate in places like industrial parks, adjacent to key road and rail corridors, offer substantial benefits including:

- potential land savings as dependent businesses can match their supply and demand profiles, thereby reducing stock holding and storage levels
- a reduction in the freight task due to close proximity
- improvement in business performance and competitiveness through reduced transport and inventory costs.

In inner suburbs, some industrial areas are subject to land value increases that make them more suitable for commercial or residential uses. Given this dynamic, over time some areas currently in industrial use may become more suitable for other uses or be radically changed in terms of their manufacturing practices, logistical needs or other important aspects such as emissions. This process of change does not detract from the importance of protecting small or locally significant enterprises from the adverse impact of inappropriate neighbouring uses at local level. Local councils must address

the issue of managing industrial change in their local planning policies.

Melbourne is Australia's most important hub for manufacturing and industries associated with freight and logistics. The Government will ensure there is enough land for industries that are critical to the overall performance of the economy and to employment generation. The loss of strategically located industrial land to other uses is a major issue; one of the key policies in the Victorian Freight and Logistics Strategy will be the need to 'protect freight places', and initiatives under this Strategy will include identifying at-risk sites and preparing strategy plans to ensure the sites' future.

The Urban Development Program is designed to ensure that adequate supplies of industrial land are maintained in appropriate locations, and that these supplies include sufficient stocks of 'large sites' suitable for strategic investments. An important objective is to ensure that suitable stocks of industrial land are available near main road and rail networks and to minimise the length of work trips by encouraging employment close to areas of population growth. Research is being undertaken into the drivers for industrial development and the extent of demand for this. This will help maintain an appropriate balance between supply and demand for industrial land.

The Government has decided the Coode Island bulk storage facility will remain where it is. However, the facility is being significantly upgraded, according to stringent EPA works approval criteria, to minimise risk of accidental releases. The Coode Island facility complies with Workcover's Major Hazard Regulations.

Industrial emissions generally (including odour) are regulated according to EPA licences. Emissions from major industrial premises in Melbourne's west have decreased significantly in recent years, in line with Environment Improvement Plans developed with the local communities. The EPA is preparing new protocols under the revised SEPP (Air Quality Management) on separation distances generally as well as specifically for the petroleum industry. This work is likely to lead to an amendment to clause 52.10 of the VPP on threshold distances.

#### Priorities for implementation

In response to your comments we commit to:

- working with local government to ensure its local planning policies allow for the protection of small and locally significant enterprises from inappropriate neighbouring uses
- ensuring there is enough land for industries that are critical to the overall performance of the economy and employment generation
- ensuring adequate supplies of industrial land in appropriate locations and that these supplies include sufficient stocks of 'large sites' for strategic investment

We are giving immediate priority to these projects:

- Urban Development Program
- Industrial Land Database
- SEPP (Air Quality Management) Protocols

### Do we need to make forward provision for essential energy and other infrastructure?

#### Your comments

A few submitters comment on the need to provide appropriate energy and other infrastructure. SPI Powernet submits that significant additional transmission facilities are likely to be required to service the development proposed by *Melbourne 2030*, and that this infrastructure is likely to be more acceptable to the community if it is unobtrusive. Land use planning needs to ensure appropriate land provision for this network, with a minimum of delay, preferably through co-location of different forms of infrastructure.

Other submitters agree, and also suggest that security of supply is critical. This would involve constant forward planning and maintenance of the infrastructure.

The Australian Greens (Victoria) believes the assumption in the policy that new electricity infrastructure will be required in the metropolitan area contravenes the Victorian Greenhouse Strategy, which anticipates growth in 'clean coal' and wind power coupled with reduced consumption.

## Our response

Planning for provision of supportive infrastructure is essential, and we support the comments made by most submitters about this. Forward planning of energy infrastructure is beyond the scope of *Melbourne 2030* except insofar as provision must be made in development and redevelopment for that infrastructure to be provided and to protect major installations and corridors. The role of land use planning is spelt out in the policy statement and needs to be carried through in planning for growth areas and strategic redevelopment sites (including activity centres). Support for essential infrastructure will also be carried through in planning for these areas.

The policy statement is not contrary to the Victorian Greenhouse Strategy (VGS). Growth in population and household formation is driving new housing construction in the metropolitan area and surrounding regions. In order to ensure that land is available in the metropolitan area and surrounding regions for energy infrastructure (including distributed generation based on renewables and gas, and energy transmission and distribution networks), it is important that planning recognises this need and provides for appropriate buffers from residential and other sensitive activities. This is entirely consistent with the VGS.

The VGS states that the Government will facilitate a reduction in the greenhouse intensity of Victoria's energy supply by supporting the development of less greenhouse-intensive forms of energy, such as renewables and co-generation, while continuing to support more efficient use of Victoria's brown coal resource. The VGS also contains a range of actions designed to support improvements in energy end use efficiency. *Melbourne 2030* also addresses a range of ways in which Victoria's greenhouse emissions can be reduced.

The VGS does not preclude the development of new electricity infrastructure or other energy generation in the metropolitan area or surrounding regions covered by *Melbourne 2030*. For example, page 45 of the VGS includes a discussion on 'Distributed Energy'. This discussion identifies the potential benefits of distributed renewable and gas-fired generation, and notes the importance of addressing the location of such infrastructure relative to sensitive land uses, particularly with respect to air quality considerations.

## Priorities for implementation

In response to your comments we commit to:

- planning for new development and redevelopment so as to protect and provide for important infrastructure corridors
- supporting the development of less greenhouse-intensive forms of energy and supporting more efficient use of Victoria's brown coal resources through the Greenhouse Challenge for Energy process

We are giving immediate priority to these projects:

- Growth Area Planning
- Structure Planning Program for Activity Centres

## What kind of support does natural resource-based activity need?

### Your comments

Wyndham City Council and others express support for protecting areas with the potential for recycling water from the Western Treatment Plant. The PCA supports Initiative 4.1.3 but argues that it is important to start developing recycled water facilities rather than simply protecting identified areas. The State Government should provide financial incentives to do so, in consultation with industry groups and local government.

Other submitters want protection of primary industries in the green wedges from what they see as the predations of short-sighted individual councils.

Manningham City Council endorses the policy and Initiative 4.1.4, claiming that its existing controls protect the natural resource-based industries in the green wedge. Another submitter asks for clarification of Initiative 4.1.4 in terms of what is considered to be incompatible with natural resource-based industries and energy infrastructure. The PCA supports Initiatives 4.1.4 and 4.1.5 subject to consultation with industry groups and local government. The need to review and make consistent local planning policies and controls is stressed.

The South East Victorian Vegetable Growers Group comments on the ability to sustain natural resource-based industries in the green wedges, arguing that agriculture on the urban fringe needs help. This could be considered in the form of incentives to land owners (such as rate relief), transferable development rights,

codes of practice for rural dwellers as well as industry, support networks to enable industry to plan strategically for industry development or environmental protection, and education and training of rural producers.

The City of Whittlesea expresses strong support for Initiative 4.1.1, but recommends that the scope be extended to encompass values particular to local areas, municipalities and green wedges. The PCA also supports the initiative as long as an integrated approach is taken with a standard assessment and mapping methodology, and also seeks an integrated approach in Initiative 4.1.2 with the State taking a lead role.

### Our response

*Melbourne 2030* contains policies that support maintaining the areas to be used for water recycling and for protection of primary industries in the green wedges and beyond. The query raised about Initiative 4.1.4 has been dealt with through the Rural Zones Review process and in the development of the proposed new zone provisions for the green wedges.

The Government has also released a Green Paper, *Securing Our Water Future*. The Green Paper sets out options and proposals for achieving sustainable water management within Victoria.

The matters raised by the South East Victorian Vegetable Growers Group are very relevant to the proposed green wedge management plan program that is signalled in Policies 2.4 and 5.1 as well as in draft Implementation Plan 5 – Green wedges.

See also the response to submissions in the section, Policy 2.4 – Incentives for better land management.

During implementation we must ensure that:

- the initiatives are developed into projects in consultation with relevant key stakeholder groups, including industry groups and local government
- planning for green wedges considers assistance to urban fringe agriculture, which could include the form of incentives to land owners (such as rate relief), transferable development rights, codes of practice for rural dwellers as well as industry, support networks to enable industry to plan strategically for industry development or environmental protection, and education and training of rural producers.

### Priorities for implementation

In response to your comments we commit to:

- protecting areas to be used for water recycling and primary industries in green wedge areas and beyond
- ensuring that planning for green wedge areas considers a range of options including incentives, transferable development rights, codes of practice, support networks and education and training

We are giving immediate priority to these projects:

- Green Wedge Management Plans

# Policy 4.2

Strengthen Central Melbourne's capital city functions and its role as the primary business, retail, sport and entertainment hub for the metropolitan area

## Level of comment on this policy

- low

## Key messages in submissions

- support for this policy, with particular interest in the Yarra Plan
  - difference of opinion about definitions of Central Melbourne
- 

## Is there support for the development of a plan for Central Melbourne?

### Your comments

Submissions support the development of a Central Melbourne Plan. Varying proposals are put forward about its scope of the Plan, especially its geographic scope. The City of Melbourne considers it is primarily related to that municipality, but surrounding councils suggest broadening the region to be considered so as to include impacts and relationships with areas like Stonnington, Footscray and Brunswick. The City of Moreland, for instance, believes the interface between the City of Melbourne and adjoining areas such as the southern part of Brunswick should be addressed.

The City of Moreland also suggests that precinct plans and consistent controls should be prepared across the inner city areas to ensure problems aren't simply shifted from one municipality to the next.

Consideration is sought for issues such as business, sport, retail, entertainment, visitation, amenity and particularly transport. Transport issues highlighted include freight movements, car parking, public transport and pedestrian and cycling access.

The Victorian Tourism Industry Council highlights the critical role to be played by the City of Melbourne in implementing *Melbourne 2030* and the need for the State Government to work with the Council to refocus visitation on Central Melbourne and its many attractions.

The PCA wants the focus on business, retail, sport and entertainment broadened to a subregional level that includes Port Phillip, Yarra and Stonnington. It also proposes that the State Government should encourage and

support redevelopment of key sites in the Central Activities District (CAD) and inner areas.

### Our response

Interest in common issues in the implementation of *Melbourne 2030* has sparked discussions between inner Melbourne councils about development of a broad planning framework for the inner Melbourne region. Such a framework could provide the background to and a means of addressing capital city issues. These are the primary focus of the Central Melbourne Plan, as referred to in draft Implementation Plan 4 – 'Activity centres', and in Initiative 4.2.1.

The State Government will work with the cities of Melbourne, Yarra, Stonnington and Port Phillip and with VicUrban (now responsible for Docklands) to contribute to the development of a broad planning framework for the inner Melbourne region that addresses capital city issues. The geographic scope will include the Melbourne, Yarra, Stonnington and Port Phillip municipalities and the Docklands. Consultation with key stakeholders and adjoining councils should be undertaken. A local government targeted grant has been made available to assist with the development of this framework and we thank the four councils for their co-operation so far and look forward to an ongoing partnership.

### Priorities for implementation

In response to your comments we commit to:

- working with the Cities of Melbourne, Yarra, Stonnington and Port Phillip and VicUrban to develop a planning framework for the inner Melbourne region that addresses capital city issues

We are giving immediate priority to this project:

- Inner Melbourne Forums and Action Plan

## How should Central Melbourne be defined?

### Your comments

A number of submitters, including the City of Melbourne, comment on the definitions used for Central Melbourne and its component parts, such as the CAD and other specialised precincts. The City of Melbourne suggests a working group to reconsider the terms used. The submission from RAID asks that the cities of Yarra and Port Phillip be deleted from the area defined as Central Melbourne, as their inclusion suggests high densities and related loss of amenity.

### Our response

Central Melbourne is defined in *Melbourne 2030* as those parts of the cities of Melbourne, Yarra and Port Phillip with a capital city function. This is appropriate for the purposes of Policy 4.2 and it is broad enough to meet other needs. Definitions of its component parts, however, should be reviewed within the context of the proposed broad regional planning framework (see above), as proposals emerging from the framework may have implications for specific precincts. Definitions of precincts within the Central Melbourne area, such as the knowledge precinct, specialised activity precincts and the CAD, will be refined and determined in this context.

#### Priorities for implementation

In response to your comments we commit to:

- reviewing the definition for Central Melbourne and refining and finalising the definition of precincts as part of developing the broad strategic framework for the inner Melbourne region

We are giving immediate priority to this project:

- Inner Melbourne Forums and Action Plan

## Does the Yarra precinct need special planning and controls?

### Your comments

Support is expressed for completion of the Yarra Plan. Friends of the Yarra River Corridor commend its development but are unclear about the location of the upstream boundary. They suggest the Yarra Plan should cover the whole river.

The Melbourne Port Corporation (MPC) expresses concern about conflicts between shipping and increasing recreational traffic on the river. This needs to be managed to prevent an escalation of hazards.

Other comments include a request for the Flinders Street flyover to be removed and the need to include a reference to the Capital City Trail.

### Our response

The Yarra Plan (released in 2002) clearly states that Punt Road represents the upstream boundary. As discussed in Policy 5.7, Initiative 5.7.4 will include the consideration of strategic issues along the Yarra corridor.

Yarra Plan provides a framework for progressive upgrading of the Yarra River environs in the central city area.

The issue of possible conflicts between shipping and recreational boating will be referred to the Yarra River Waterway Committee, convened by Parks Victoria. Note that the MPC has the power to police this situation if necessary. Parks Victoria's report, 'Lower Yarra River: Future Directions Plan & Recreation Guidelines (2001)' provides the strategic direction for management of recreational and commercial uses on the Lower Yarra.

The future of the Flinders Street flyover will be determined as part of the redevelopment of the former fish market site. The Capital City Trail, which links the Yarra River trail with Moonee Ponds Creek, Merri Creek, Royal Park and Yarra Bend Park, extends well beyond the Yarra Plan precinct. The Parks Victoria strategy 'Linking People and Spaces' identifies the trail, and Yarra Plan is consistent with this. However we acknowledge that the strategic context of Yarra Plan should refer to the Parks Victoria document 'Yarra River: Future Directions Plan & Recreation Guidelines', the final version of which was released in 2002 after Yarra Plan.

#### Priorities for implementation

In response to your comments we commit to:

- Giving priority to projects which support uses and activities associated with the Commonwealth Games and ongoing Southbank development

## How important is transport and good access in Central Melbourne?

### Your comments

A number of submissions confirm the importance of transport to and within Central Melbourne. The PCA supports investigating ways to improve the capacity of the public transport system, saying that the public's reliance on private motor vehicles must be reduced, and usage of sustainable, mass transit systems increased.

The City of Hobsons Bay suggests that the Yarra Plan should look at water transport.

The PCA wants to see good access by all citizens to facilities for the Commonwealth Games and the Arts Precinct and other civic facilities. Interlinking with the transport section of *Melbourne 2030* is suggested.

The importance of public transport to the central city is emphasised, as is the need to allow for efficient port operations. One submitter notes that improvement of the overall rail system will support capital city functions.

### Our response

Transport issues are of major importance to central Melbourne and will need to be addressed in the proposed framework for inner Melbourne, in partnership with the Department of Infrastructure. Particular attention will be given to transport modes that reduce vehicle movements or provide public access to major facilities, such as public transport. A rail network capacity study is being carried out. Transport issues will be integrated into planning for central Melbourne. See also Section 8 and draft Implementation Plan 6 – 'Integrated transport'.

#### Priorities for implementation

In response to your comments we commit to:

- addressing ways to reduce vehicle movements and increasing public transport patronage in the framework plan for inner Melbourne

We are giving immediate priority to these projects:

- Inner Melbourne Forums and Action Plan
- Rail Capacity Study



# Policy 4.3

Further develop the key transport gateways and freight links and maintain Victoria's position as the nation's premier logistic centre

## Level of comment on this policy

- high

## Key messages in submissions

- consider the special nature of the transport and logistics sector, which is an industry of growing importance

## What protective measures are needed for freight and logistics activity?

### Your comments

The need to provide appropriate buffers to the freight and logistics industry is seen as fundamental by a number of organisations, councils and other submitters. The MPC believes the VPPs should be amended to include provisions for the buffering of industrial, hazardous and port uses. The MPC also favours the retention of industrial land adjoining the existing port zoned land. There is constant pressure to rezone industrial land that itself provides a buffer and also supports the operation of the Port of Melbourne.

The special nature of the freight and logistics industry — in particular its 24-hour nature — means that adjoining uses must be carefully considered. This feature is noted by several submitters, particularly where it relates to the development of intermodal hubs in the metropolitan area as highlighted by the Victorian Rail Freight Advisory Council. The City of Moreland wants the Government to consider buffer and noise attenuation measures, amongst others, associated with the development of rail infrastructure that interfaces with residential areas. The City of Maribyrnong suggests preparing a Buffer Practice Note for potentially offensive and dangerous enterprises. Similarly, the City of Melbourne states that the buffer areas are correct in principle but need clarification.

Several councils raise the issue of the location of intermodal facilities. For example, the City of Maribyrnong believes that prior to any decision on an interchange at Tottenham, there is a prima facie case for an environmental effects statement. The issues facing intermodal facilities are like those facing the Port. They need 24-hour access, thus there must be

adequate buffering from residential or conflicting uses to ensure that those uses do not impede their effective operation.

### Our response

The Government is committed to ensuring that all port areas are protected by adequate buffer areas, as stated in Initiative 4.3.2. Land use plans for the port and surrounding areas should take into account the viability and efficiency of the Port of Melbourne. Intermodal sites should be identified and protected. The forthcoming Victorian Freight and Logistics Strategy (VFLS) will identify initiatives that will result in the application of effective guidelines to the development and protection of existing and future intermodal facilities. The VFLS will recognise the importance of protecting the Port of Melbourne. It will highlight the potential for future planning processes to build on successful models, such as those that have resulted in the ongoing curfew-free status of Melbourne Airport.

### Priorities for implementation

In response to your comments we commit to:

- investigating ways in which to protect the Port of Melbourne to ensure its ongoing viability and efficiency
- the development of land use plans to ensure that all port areas are protected with adequate buffer areas
- protection of existing and future intermodal facilities

We are giving immediate priority to this project:

- Victorian Freight and Logistics Strategy

## Should more freight be moved by rail?

### Your comments

Submitters really want to increase the volume of freight carried by rail, particularly interstate. The suggested target for interstate freight is 30 per cent. Other suggestions include the standardisation of rail to enhance competitive freight transport, the integration of rail with other modes, the development of standard gauge rail links to Dandenong (City of Greater Dandenong), and ensuring rail access to the Port of Hastings.

### Our response

The Government is committed to increasing the proportion of freight carried by rail. There is a commitment to increase the proportion of freight transported through ports from 10 per cent to 30 per cent. The VFLS will form a basis for achieving this and for development in the industry.

The State Government is also committed to the standardisation of the intrastate rail network which will improve connections between interstate rail and the Victorian rail network. This will lead to an increase the proportion of freight that is transported intrastate and interstate.

#### Priorities for implementation

In response to your comments we commit to:

- improving interconnectivity between interstate rail and the Victorian rail network
- developing initiatives that will increase the proportion of freight transported through ports and seek to increase freight transported through ports from 10 to 30 per cent by rail

We are giving immediate priority to this project:

- Victorian Freight and Logistics Strategy

## What is the role and future of the airports?

### Your comments

Several issues are raised about Melbourne's airports, including:

- the prime role of Melbourne Airport
- the future of Essendon Airport
- the development of Commonwealth-owned airports
- consistency of the development of airport land with State Government policy.

The operator of Melbourne Airport is concerned that *Melbourne 2030* gives the impression that the Victorian legislation and not the Commonwealth Airports Act 1996 provides the statutory basis for planning and development at the airport.

Essendon Airport's owners are concerned that *Melbourne 2030* is inconsistent with its master plan. Several submitters object to the proposed closure of Essendon Airport. The City of Moonee Valley believes *Melbourne 2030*'s statement on Essendon Airport should be removed as the 99-year lease from the Commonwealth Government stipulates that the airport remains operational for the term of the lease. The City of Moreland is concerned that *Melbourne 2030* does not provide a resolved policy position on the future of Essendon Airport.

Westfield Limited is concerned about the State Government's lack of control over the development of Commonwealth land and the likely impact of airport development on other activity centres. Westfield argues that Melbourne Airport is pursuing several options for commercial development, and wants to ensure that the Government imposes due planning processes to consider future development at Melbourne Airport.

## Our response

We recognise the pivotal role of the airports. In particular, the Government wants to continue its long-standing collaboration with Melbourne Airport to ensure that it maintains and enhances its status as a high-quality international airport and an important gateway to Melbourne.

Avalon Airport, Melbourne Airport, Essendon Airport, Moorabbin Airport and RAAF Williams – Point Cook Airbase are on Commonwealth land.

The State Government has a long history (from the mid-1980s) of working with the operators of Melbourne Airport to ensure its continued sustainable development and operation as a key gateway to Melbourne and Victoria.

However, because of Melbourne Airport's strategic importance to Victoria it must be considered as part of the broader metropolitan policy framework. Accordingly *Melbourne 2030* designates it as a specialised activity centre.

The Commonwealth Airports Act 1996 applies a land use planning regime to the future development of Commonwealth-leased airports (previously held by Federal Airports Corporation). The regime, as a model, is very similar to the Victorian planning system. This Act requires Ministerial (Federal) approval of airport master plans (similar to Municipal Strategic Statements) and major development plans. The approval criteria include the requirement for the airport to demonstrate that its own development approvals processes are consistent with the relevant State Planning regime.

The State Government recognises that the current lease requires the Essendon site to operate as an airport. Nevertheless, the Government's position on the future use of the site is confirmed in *Melbourne 2030*: '...that, in the medium term this facility should be closed as an airport and transformed into a significant employment and residential precinct'. In the event of closure, *Melbourne 2030* provides a framework for the preferred outcome for the site as a mixed-use activity centre that builds on the site's existing aviation, freight and logistics functions.

We will complete work on the Victorian Aviation Industry Strategy which addresses the industry's planning, infrastructure investment, training and industry development needs.

### Priorities for implementation

In response to your comments we commit to:

- working with the operators of Melbourne Airport to maintain its 24 hour curfew free operations and to enhance its status as a high quality international and domestic airport, an important gateway to Melbourne and a hub for south-eastern Australia

We are giving immediate priority to this project:

- Victorian Aviation Industry Strategy

# Policy 4.4

Create opportunities for innovation and the knowledge economy within existing and emerging industries, research and education

## Level of comment on this policy

- medium

## Key messages in submissions

- general support for the benefits of clustering and/or business precincts
  - local councils cannot manage the responsibility for delivering support to start-up and community groups
- 

## Should clusters for innovation, high technology and business be encouraged?

### Your comments

The establishment or reinforcement of high technology and/or business clusters attracts considerable interest from councils.

The use of the planning system to attract innovation and knowledge industries is supported by Moreland City Council. It submits that the appropriate improvements to the physical environment must be identified and has done research that identifies the need for amenity improvements. The submission from the Councils of the South-East highlights the need for knowledge-based industries in the region and for the State Government to provide a structure to support advanced business services. The City of Maribyrnong asks where these knowledge clusters should be located and what the role of the State Government will be.

The PCA questions the effect of planning controls on the performance of existing and emerging business clusters. It prefers to use financial incentives such as tax concessions and grants to influence performance.

### Our response

Submitters are inconsistent with the terminology in this area, using the terms industry clusters and business parks interchangeably. These concepts are interpreted as follows:

- a cluster allows each member benefits as if it had greater scale or as if it had joined others without sacrificing its flexibility

- business precincts (or parks) are either planned developments or naturally occurring concentrations of businesses that are driven by the need to plan and maintain the physical infrastructure within a tight geographic space.

The desire to establish business clusters is closely linked with the aim of councils to promote high-quality jobs within their region. The Government is using its Innovation Economy policy to contribute funding to several key clusters and precincts. These include the Monash University Cluster for Biomedicine, the Alfred Medical Research and Education Precinct in Prahran, and the Bio21 precinct in Parkville.

The Government's Next Wave program identifies and assists emerging clusters in Victoria's information and communication technology industries, building on its previous successful clustering work in the computer game and microelectronics sectors.

The Government provides assistance in two ways - by developing physical research infrastructure and through intellectual infrastructure, such as legal, financial and cultural support for innovation. The State Government's Science, Technology and Innovation Initiative acts as a catalyst for knowledge and wealth creation by enhancing Victoria's science and technology base and by encouraging beneficial results from research.

The OECD's *Territorial Review of Melbourne*, which was released in October 2003, emphasises the importance of clustering business and industry. The planning system can't create clusters, but it can recognise them where they develop and facilitate their ongoing growth.

Local councils can influence the amenity and physical environment at key clusters through the planning system. The Government will continue to work with them to ensure the best possible results.

#### **Priorities for implementation**

In response to your comments we commit to:

- contribute funding to key innovation clusters and precincts
- identifying and assisting emerging clusters in Victoria's information and communication technology industry
- working with local councils to develop a planning system that will achieve the best possible results for innovation clusters

We are giving immediate priority to this project:

- Next Wave Program

## **How should not-for-profit and start-up enterprises be funded?**

### **Your comments**

Widespread support of not-for-profit and start-up enterprises is balanced by concern about their source of funding. For example, the PCA suggests that the State Government should lead by example and have the primary role in funding. Moonee Valley City Council says many councils are no longer in the business of managing premises for low-cost enterprises and organisations, and that funding from other services should be specified.

### **Our response**

We consider that encouraging and supporting not-for-profit and start-up enterprises has benefits for the community as a whole.

Local councils are best attuned to the needs of their communities, and can best utilise their local community resources. They are able to provide local community groups, not-for-profit organisations, and start-up businesses with information and links to State and Commonwealth Government initiatives. For example, the Victorian Government's Technology Commercialisation program is designed to increase the rate of commercialisation of Victoria's great science and technology ideas. Through this program, and other similar initiatives, people will learn new skills and start new businesses that create jobs, improve wellbeing and support the innovation economy.

## **Should community learning facilities be more accessible?**

### **Your comments**

Nillumbik Shire Council supports Initiative 4.4.6, but believes it should be extended to include Adult Council of Further Education. They question whether libraries are best placed to be community learning centres. Also as funding for libraries has shifted to local councils, the ability to deliver these services is dependent on State Government funding. The PCA suggests the need to develop an implementation plan for accessible learning.

### **Our response**

We recognise that a variety of community assets and programs exist, many of which are capable of delivering low-cost learning and access to information. These existing community assets, such as the library system, are accessible — often open seven days a week — responsive to the local community, and best placed to deliver low-cost, highly targeted and locally specific programs.

There is sufficient flexibility within Initiative 4.4.6 to allow for a variety of community assets to provide low-cost learning and access to information. Any extra funding for programs utilising these community assets will need to be considered within the existing budget process as priorities are set across all tiers of Government.

# Policy 4.5

Encourage the continued deployment of broadband telecommunications services that are easily accessible

## Level of comment on this policy

- low

## Key messages in submissions

- general support for the policy, but some issues were raised including the implementation of broadband services
- 

### Should the definition of broadband include wireless technology?

#### Your comments

Equitable access to broadband technology is largely framed on the rollout of underground cable. The issue of wireless networks raises the concept that the focus should be on the outcome of equitable access to fast communications rather than equitable access to broadband cable.

#### Our response

This policy needs to be flexible enough to cater for new technology in an area where the pace of change is rapid. The emergence of local area wireless networks may circumvent the requirement to provide cabling in buildings and in local subdivisions.

As measures are implemented, including the proposed Broadband Planning Code of Initiative 4.5.1, consideration will be given to wireless communications technology and other emerging technology.

#### Priorities for implementation

In response to your comments we commit to:

- considering wireless communications technology and other emerging technology as part of developing a Broadband Planning Code

### What are the communication requirements for emergency services?

#### Your comments

One submitter is keen to ensure that the planning system recognises the need for emergency services communications requirements. The submitter seeks an outline of the strategic direction for the provision of emergency services communications infrastructure in the planning process, including broadband access for emergency services.

#### Our response

We recognise the importance of these issues for emergency services. There is no universal code that addresses all the requirements of the providers of emergency services. However, to a certain extent these issues will be dealt with in other strategies, such as the provision of broadband services. A preliminary investigation and discussion with stakeholders is required to determine mechanisms through which the planning system can contribute to satisfactory outcomes being achieved for the emergency services sector.

The Government has also provided funding to develop a Geospatial Emergency Information Network. This network will establish a centralised information hub to coordinate emergency information across agencies and across the State to facilitate rapid and strategic response in the event of an emergency and will utilise Vicmap's digital map database which incorporates information from local government, utility companies and private sector surveyors.

**Priorities for implementation**

In response to your comments we commit to:

- investigating with key stakeholders mechanisms that will work successfully in the emergency services sector
- establishment of a centralised information hub to coordinate emergency information through development of a Geospatial Emergency Information Network

**Should broadband services be better coordinated?****Your comments**

The Digital River project aims to accelerate the provision of broadband telecommunications around the City of Melbourne. Moreland City Council is interested in replicating this project in the Brunswick area.

The City of Maribyrnong highlights the need for broadband providers to give urgent attention to supplying broadband to sites within its municipality

**Our response**

The Digital River project will be monitored and evaluated to assess its potential for other areas, as described in Initiative 4.5.3. Initiative 4.5.2, about the development of impact statements for broadband access, will guide developers in the provision of broadband services.

The cities of Melton, Wyndham, Whittlesea, Cardinia and Casey together with the MAV, are implementing the Wired Development project. This will require developers to install telecommunications conduit in new subdivisions, thus facilitating the delivery of a full range of telephony, data and television services to Melbourne's fringe areas.

**Priorities for implementation**

In response to your comments we commit to:

- assessing the potential for extending the Digital River project to other areas
- supporting local councils with initiatives such as the Wired Development project





# Direction 5

## A great place to be

**Melbourne 2030 aims to achieve its goal of ensuring the city and its surrounds are a great place to be by**

- creating memorable places in which to live, work and play
- pursuing excellence in urban design so that future urban environments are of better quality, safer and more functional, providing more open space, and an easily recognisable sense of place and cultural identity
- ensuring sustainability through new standards for the development of communities based on the Neighbourhood Principles
- protecting Indigenous and non-Indigenous heritage
- protecting areas of special resource, environmental and landscape significance, with improved environmental and other standards for locating urban and rural living development
- making the distribution of regional parks more equitable

**Feedback from the consultation tells us that**

- you value improved design outcomes and would prefer more prescriptive controls to deliver these; you are concerned about increased densities and development of a greater height than the prevailing built form and the possible impacts on amenity; you feel there is a need to manage development in landscape locations
- there is support for protecting cultural identity and particularly neighbourhood character; recognition of the importance of difference between places; support for measures to protect and enhance neighbourhood character
- safety and the perception of safety is important to you
- there is a strong community desire to protect heritage with suggestions that initiatives should go further to address aspects such as cultural landscapes and that controls should be tighter
- there is support for the policy, the Neighbourhood Principles and the need for good neighbourhood design; and you have specific concerns about local services and shops, open space, and social and environmental sustainability
- there is support for the retention of open space, particularly in view of increasing urban densities and corresponding loss of private open space
- there is strong support for protection of the Yarra and Maribyrnong rivers and other waterways, for environmental and open space values and prevention of inappropriate development on private land
- there is support for increased efforts to protect waterways and bays from degradation, and an urgent need to resolve the lack of a waterway management body in some parts of the Port Phillip and Western Port catchment

### **In implementing the policies in this Direction we commit to**

- ensuring that issues of built form, local character and heritage are addressed in structure planning for activity centres
- ensuring that higher density development is of high quality and does not adversely affect amenity
- ensuring that the Neighbourhood Principles, which include environmental sustainability objectives, guide the planning of growth areas and enhancement of existing and new neighbourhoods
- undertaking specific research on open space needs in the context of increasing densities and higher density living with reduced private open space
- ensuring that growth area plans take into account plans for new regional parks
- ensuring that green wedge management plans consider the most appropriate zones as buffers to regional parks
- ensuring that growth area plans and green wedge management plans include a review of planning controls along waterways

### **Current projects immediately relevant to implementation of this Direction**

- Promoting a Design Culture: Urban Design Education Initiative
- Urban Design Charter
- ResCode+ (four storeys and above)
- Sustainability in the Built Environment
- Pride of Place Program 2002 - 04
- Better Decisions Faster
- Structure Planning Program for Activity Centres
- Activity Centre Design Guidelines
- Green Wedge Management Plans
- Sustainable Neighbourhoods Project
- Design for Safe and Healthy Communities
- Safer Streets and Home Strategy
- Structure Planning Advice
- Victorian Heritage Program 2003/2004
- Growth Area Planning
- Regional Housing Working Groups
- StreetLife
- Yarra and Maribyrnong Valleys – Review of Planning Controls
- Yarra 2006 Action Plan
- Caroline Springs (Kororoit Creek) Regional Park Investigation
- Werribee River Park Plan
- Werribee Township Regional Park Investigation
- Merri Creek Corridor Regional Park Development
- Melton Township Regional Park Investigation
- Cranbourne Regional Park Investigation
- Port Phillip and Western Port Regional Catchment Strategy
- Securing our Water Future

- Sustainable Diversion Limits Study
- Melbourne Water Stream Flow Management Plans
- Coast Action / Coastcare
- FishCare
- Beach Report
- Port Phillip Bay Environmental Management Plan
- Strategic Implementation Framework for the Central Coastal Region
- Victorian Stormwater Action Program
- Clean Stormwater Program
- Mordialloc and Port Melbourne Bay Trail
- Ferguson Pier Reconstruction (Williamstown)
- Gem Pier Upgrade (Williamstown)

**Draft Implementation Plans relevant to this Direction**

- Housing
  - Activity centres
  - Growth areas
  - Green wedges
-

# Policy 5.1

Promote good urban design to make the environment more liveable and attractive

## Level of comment on this policy

- high

## Key messages in submissions

- very positive support for the policy
- emphasis on the need for greater attention to urban design, particularly the design of higher density development
- some concern about higher density development due to potential detrimental impacts on amenity and/or design

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## How important is high-quality urban design?

### Your comments

There is overwhelming agreement about the importance of high quality environments and good urban design. Topics of concern include height and bulk, quality, amenity, neighbourhood character, noise, sustainability, light and solar access, open space, 'gated' development and safety.

The PCA says Melbourne must build on and broaden its design culture so that high-quality design becomes a community expectation. This body believes urban design skills should be expanded, and suggests that the Victorian Design Advisory Council should prepare a plan to raise expectations of good design.

Darebin Council stresses the importance of improving urban design skills in councils and would like to see a Government-funded urban design advisor.

There is a desire to ensure there is no detrimental impact on amenity due to higher density development. The City of Boroondara believes *Melbourne 2030's* residential household projections should better understand valued urban character, amenity, areas of special protection or capacity. They also suggest that interim planning controls are needed while local councils are completing structure planning, to ensure that character, liveability and environmentally sustainable development (ESD) objectives are met at the same time as intensified growth objectives.

The City of Yarra also refers to development capacity issues in regard to built form and heritage, while Hobsons Bay Council asks for urban design guidelines to be provided for transitional industrial land. Hobsons Bay also

stresses the importance of design and safety around railway stations and surrounding areas and wants to see these upgraded.

There is confusion about the amenity implications of mixed use. Darebin Council, for example, says *Melbourne 2030* ... 'fails to address conflicts inherent in combining residential and non-residential uses in an intensive form of development'.

Many design-related comments are also made on the draft Implementation Plans 3 - 'Housing' and 4 - 'Activity centres'. Relevant aspects are dealt with in those sections.

### Our response

*Melbourne 2030* states that 'increased densities will not be achieved at the expense of existing amenity'. It is understood that high-quality design outcomes are very important. Demonstrating that these are possible will be of fundamental importance in achieving both community acceptance of the changes proposed by *Melbourne 2030* and successful cultural change. Results will be influenced by mechanisms that include local planning, the State Planning Policy Framework and Municipal Strategic Statements as well as the guidelines proposed in *Melbourne 2030*.

An Urban Design Charter is being prepared. This is being overseen by the Victorian Design Advisory Committee. This will engage key stakeholders and gain commitment to high-quality urban design results.

We believe the initiatives proposed in *Melbourne 2030* are appropriate to achieve the policy objective. They include leadership, preparation of urban design guidelines, performance criteria and demonstration projects. For example, Initiative 5.1.1, on leadership in sustainable urban design and integrated place management, will help raise community expectations of good urban design.

Capacity issues that relate to built form, local character and heritage are recognised as important and will be addressed in structure planning for activity centres. These are further discussed in comments on draft Implementation Plan 4 – ‘Activity centres’.

The importance of well-designed, safe railway stations and surrounding areas is acknowledged, particularly in the design of new stations and the upgrading of existing stations. This will continue to be improved.

We agree that mixed use areas require careful attention to design to ensure that amenity is maintained. Provisions will address noise attenuation within and between buildings and the street. In regard to activity centres, their function and the existing context will need to be taken into account. Some concerns, such as noise attenuation, may best be dealt with in the Building Code of Australia and the Building Regulations. Work is under way at national level to incorporate sustainability issues into the Building Code, providing an opportunity for other issues to be addressed.

A program to improve urban design skills in local government is being developed. We believe this will be of longer-term benefit than simply providing external advice.

*Melbourne 2030* aims to protect Melbourne’s suburbs whilst encouraging appropriate development. Therefore, the need for interim controls will be considered by the Government on a case by case basis.

However, changes that will obstruct the implementation of *Melbourne 2030* will not be supported. Changes that are consistent with *Melbourne 2030*, fill a policy gap or protect future options may be supported on the basis that detailed planning provisions will be developed through the normal process.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that issues of built form, local character and heritage are addressed in structure planning for activity centres
- considering the need for interim controls on a case-by-case basis
- developing urban design guidelines for incorporation in the planning system

We are giving immediate priority to these projects:

- Promoting a Design Culture: Urban Design Education Initiative
- Urban Design Charter
- ResCode+ (four storeys and above)
- Sustainability in the Built Environment
- Pride of Place Program 2002-04

## Should controls be more prescriptive?

### Your comments

A significant proportion of comments ask for a tightening of controls in areas of disability access, amenity, environmental sustainability, neighbourhood character and safety.

Submitters ask that this be achieved through more prescription – by use of standards, criteria, targets and other measurable aspects or controls – rather than through guidelines or codes that have room for interpretation and discretion. Hobsons Bay and Darebin councils suggest that statutory weight should be given to guidelines. The PCA asks: 'Rather than guidelines, can we have controls or some measurable methods?'.

In support of stronger planning controls, SOS states: 'There is an imperative to empower councils through local variations and neighbourhood zones to give proper effect to ... protecting and enhancing our residential amenity'.

Design issues related to amenity and environmental sustainability are identified as areas needing stronger direction and mandatory requirements. Access for those with a disability is also identified as requiring specific controls.

A number of submitters ask that ResCode be tightened to better address neighbourhood character, amenity and safety. The Australian Greens (Vic) want a more prescriptive approach to the implementation of ResCode, to provide certainty and to guarantee basic amenity standards for access to sunlight, open space and building envelopes of lower impact.

### Our response

Tightening controls can increase certainty and ensure certain standards are met. Prescriptive controls are useful where measurable technical criteria can be specified. State-wide provisions should not, however, prevent a development responding to the local context, nor should they encourage standard responses of low quality. Too much prescription may inhibit innovation.

The Reference Group on Decision-making Processes, chaired by Mr David Whitney, has undertaken three reports – the first of which the Government has already undertaken to implement – that recommend changes to the planning system. In considering issues of certainty the reference group found that: 'The current balance in the system has gone too far in favour of flexibility and performance-based controls to the detriment of certainty and this should be reviewed'. Recommendations of the Whitney Committee have been included in: 'Better Decisions Faster', a discussion paper on opportunities to improve the planning system in Victoria.

In undertaking *Melbourne 2030's* initiatives 5.1.2 and 5.1.3, which involve development of urban design guidelines and performance criteria and standards, the right balance of prescription and discretion must be established. Key elements will be prescribed. The nature of the issue being dealt with will determine the appropriate extent of prescription.

Councils can apply ResCode flexibly using the broad range of VPP tools to address local issues and concerns. The implementation of ResCode is enhanced by ongoing monitoring and through training, release of Practice Notes and development of a suite of building envelopes.

#### Priorities for implementation

In response to your comments we commit to:

- implementing tighter, more prescriptive controls where appropriate
- implementing the outcomes of the Whitney Committee process

We are giving immediate priority to this project:

- Better Decisions Faster

## What kinds of controls are needed for increased densities and higher developments?

### Your comments

A number of submitters feel that increased densities and development of greater height than the prevailing built form may have detrimental impacts on amenity and quality of environment, and thereby on liveability, heritage and neighbourhood character. There is considerable support for the development of guidelines for higher density development. A few councils have been working on developing their own higher density design guidelines.

RRAID refers to: 'the conflict and constraints that retro-fitting higher density development into the existing built form fabric and highly fragmented subdivision patterns of inner Melbourne must face'.

The City of Boroondara supports higher density development controls, prepared collaboratively, suggesting that these should be made locally relevant and that urban design frameworks are an excellent way to achieve this. Boroondara wants stronger controls to prohibit high density development in areas defined as unsuitable for such development.

The City of Moonee Valley suggests that a decision framework is needed for developments of four or more storeys but is concerned that one standard at the metropolitan level will not meet local characteristics and needs. The City of Maribyrnong suggests that the response should be 'less of a code, rather a set of well-resourced processes relating to high-quality design outcomes'.

It is also suggested that all aspects covered by ResCode should be included in the new guidelines for higher density development. Access for people with disabilities should be required for a specific percentage of units.

The City of Manningham asks whether the performance criteria and standards referred to in Initiative 5.1.3 also apply to non-urban areas and to commercial development.

One submitter expresses concern about 'home occupation' uses not requiring a planning permit, feeling that poor working practices may impact on local residents and that many such activities should be located in industrial or business zones. Without having to issue permits, councils have no record of these activities unless a complaint is made.

### Our response

*Melbourne 2030* states that '...increased densities will not be achieved at the expense of existing amenity.' In many areas, development of that is higher than the prevailing built form and increased densities should not necessarily cause detrimental impacts on amenity. But inadequate or poor design could do so. Amenity issues that need to be addressed are often generic, however, ways of dealing with these in detail will vary from place to place. A variety of techniques will be employed, including the appropriate use of envelope controls.

Increased densities and higher development do alter neighbourhood character where the form of development is significantly different. Such development may be inappropriate when it is close to heritage places.

The development of statewide guidelines for development not covered by ResCode is proposed in Initiative 5.1.3 and is described in draft Implementation Plan 3 - 'Housing'. These guidelines, known as ResCode+, will apply common standards to residential and mixed use developments. They are not intended as a 'one size fits all' approach and will encourage development to respond to local context and character. They will incorporate access for the disabled and others with mobility difficulties, and submissions will be taken into account during their development.

Urban design frameworks are an excellent way of achieving an appropriate local response. Councils will be encouraged to develop these as part of identification of development potential and as part of structure planning for activity centres, which will also consider capacity issues.

Community involvement in all stages of planning for change, such as in development of the guidelines/codes and structure planning, will be very important for increasing a sense of ownership. *Melbourne 2030* stresses this in Policy 9.5.

'Home occupation' use is dealt with under clause 52.11 of the VPPs. Premises must meet certain requirements (such as not causing any emissions) otherwise the use is prohibited. Because the vast majority of home occupations have minimal off-site impacts and comply with the VPP definition, we do not believe any change to permit requirements is needed.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that higher density development is of high quality and does not adversely affect amenity
- encouraging councils to develop urban design frameworks as part of structure planning for activity centres

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Activity Centre Design Guidelines
- ResCode+ (four storeys and above)

### **What controls are needed for development in areas of landscape significance?**

#### **Your comments**

A number of submissions refer to the need for special attention and controls to protect landscapes, such as those along rivers and waterways and coastal areas. One submission questions the relationship between the urban design principles and the Victorian Coastal Strategy 2002.

The City of Manningham suggests the extension to urban areas of Initiative 5.1.7, which covers assistance to improve landscape qualities, open space linkages and environmental performance in green wedges, conservation areas and non-urban areas.

The Heritage Council proposes preparation of a paper on cultural landscapes.

#### **Our response**

We recognise the need for special attention to protect important landscapes. The urban design principles in *Melbourne 2030* (Policy 5.1) include a section about responding to context, and subsequent guidelines will include special reference to these, including coastal areas and river corridors.

The Coastal Strategy and the principles for urban design guidelines are compatible, and the former provides detailed guidance for coastal areas. Initiative 5.9.1 covers implementation of the Victorian Coastal Strategy 2002.

Initiative 5.1.7 is targeted to the non-urban areas and we do not propose to broaden it to urban areas. Open space in urban areas is addressed in Policies 5.6 and 5.7.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring important landscapes are protected through implementing programs such as the Victorian Coastal Strategy 2002
- developing urban design guidelines for incorporation in the planning system

We are giving immediate priority to this project:

- Green Wedge Management Plans

### **What other proposals are made?**

#### **Your comments**

Other suggestions on the topic of promoting good urban design to improve the environment include:

- more explanation of integrating land-use, urban design and transport planning (Initiative 5.1.5)
- emphasis on the importance of trees – their protection, planting them instead of traffic lanes, and establishing a government grants scheme to encourage local councils to undertake street tree planting
- recognition of the importance of putting powerlines underground, especially in activity centres. The AILA suggests government funding for undergrounding in high-profile locations, while the City of Maribyrnong wants undergrounding schemes in other countries examined and a plan developed for staged action. One submitter feels powerline undergrounding should be compulsory for street frontages of all major development sites (ten or more dwelling units)
- provision of a means to avoid high front fences, particularly in medium-density developments, and the resultant 'sterile and fortress-like streetscapes'.



## Our response

Transport corridors provide important opportunities for 'greening' the city, providing wildlife corridors and pleasant walking and cycling routes. *Melbourne 2030's* Initiative 5.1.5 aims to ensure that planning for these corridors integrates urban design and land-use planning from the outset. Considerations should include security, and layout and design for landscapes and buildings can contribute to providing surveillance of public spaces. Surveillance adds safety and perception of safety to encourage walking and other non-motorised modes of travel.

We agree that street trees are very important to urban amenity and contribute to sustainability, however, such planting in urban areas is up to local government.

Powerline undergrounding is certainly desirable, but to commit to a wide-scale program would involve massive expenditure, diverting public funding from key community services. The Government has a more strategic approach whereby shared funding is made available to powerline relocation projects for which there is demonstrated community support. Visually sensitive environments such as activity centres, major roads, cultural, historic and tourist locations are the top priority for powerline undergrounding. The scheme also allows for the rationalisation of overhead wiring through cable bundling. This is much cheaper than undergrounding, and it improves visual amenity while letting street trees grow more naturally.

Undergrounding of services in new subdivisions is encouraged in the VPPs (Clause 56.10-1). Development of the Sustainable Neighbourhood Code will consider this issue and will strengthen the provisions if required.

We agree that high, non-permeable front fences create sterile streetscapes and do not allow for passive surveillance even though they are seen to increase safety and particularly the perception of safety. This issue is included in the principles for development of urban design guidelines, and can be addressed in the development of the urban design guidelines and the Sustainable Neighbourhoods Project.

### Priorities for implementation

In response to your comments we commit to:

- ensuring consideration is given to the undergrounding of power lines in new subdivisions

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Pride of Place Program 2002/04

# Policy 5.2

Recognise and protect cultural identity, neighbourhood character and sense of place

## Level of comment on this policy

- medium

## Key messages in submissions

- very strong support
  - a desire to strengthen mechanisms that protect neighbourhood character and differences between places
- 

## Can development fit with neighbourhood character and a sense of place?

### Your comments

Loss of neighbourhood character and sense of place is often equated with new higher density housing development.

Manningham Council recognises the need to allow for the dynamic nature of neighbourhood character, recognising that it can change over time.

The City of Boroondara submits that '...the location and quantity of such new development must be a function of the capacity of that area measured in terms of ...urban character...' It believes the 'correct emphasis on protection of valued suburbs and their character' should be established before predicting levels of development.

One submitter believes neighbourhood character concerns should not be allowed to get in the way of providing affordable housing.

Hobsons Bay Council supports this policy, suggesting that Initiative 5.2.1 (about the relationship between sense of place, urban character, landscape character and neighbourhood character) should be undertaken with a cross-government approach that includes Arts Victoria.

The City of Yarra is concerned about a possible conflict between conservation and character objectives and development objectives.

SOS states: 'The current local variation provisions do not adequately address the protection of neighbourhood character' and believes '... zones should incorporate prescribed controls covering building setbacks, scale, footprint, articulation of height lines to give proper effect to neighbourhood character.' This group also highlights the importance of trees to neighbourhood character.

### Our response

It is important that new development contributes to and enhances neighbourhood character.

Certainly, increased densities and development of greater height than the prevailing built form do alter neighbourhood character where the form of development is significantly different. But neighbourhood character evolves over time, and new development can also build on existing valued character. *Melbourne 2030* states: 'Identifying and defining neighbourhood character is not about imposing design styles, but about recognising distinctive urban forms and layout and their relationship to the landscape and vegetation.' *Melbourne 2030* requires that new development responds to its context and recognises the importance of community values, needs and aspirations.

*Melbourne 2030* is committed to protecting neighbourhood character. Heritage and neighbourhood character considerations will be taken into account alongside urban consolidation objectives. This position is reaffirmed by a recent VCAT decision on 30 April 2003 (P2678/2002).

When planning for activity centres, local councils will need to consider their ability to accommodate their share of regional population and economic growth and change while maintaining neighbourhood character, heritage and sense of place. These matters are also relevant to high-density development, especially in the new guidelines for development of four or more storeys, ResCode+ (See also draft Implementation Plan 3 – ‘Housing’, Action Area No 1). Consideration of neighbourhood character will also be included in development of the design guidelines for activity centres.

We do not anticipate that affordable housing will be prevented by neighbourhood character concerns, as long as the housing is appropriately designed. While Policy 5.2 covers some aspects beyond built form, such as sense of place and cultural identity, it is not concerned with the income levels of people that inhabit buildings and should not be used to block the provision of affordable housing.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring a high priority is placed on protecting neighbourhood character in implementation of *Melbourne 2030*

We are giving immediate priority to these projects:

- ResCode+ (four storeys and above)
- Activity Centre Design Guidelines
- Structure Planning Program for Activity Centres

## **How can developments include cultural issues?**

### **Your comments**

Support is expressed for Initiative 5.2.3 on cultural planning. Manningham Council specifically supports the comprehensive view of sense of place. Maribyrnong Council suggests that cultural planning must include development of activities, as this is an essential part of place-making and cultural identity. Hobsons Bay Council believes assistance is needed for implementing actions as much as for auditing needs, for instance, to address public liability problems for events, and also suggests that developers should pay a percentage of development costs for initiatives that protect and strengthen cultural identity.

### **Our response**

The term ‘cultural planning’ is broadly defined and can certainly cover activities. What is appropriate for each municipality will vary and should have local relevance. Activities form an important part of place-making.

Significant funding is already provided to arts programs, through means such as the Festivals program and the Arts and Professional Development program. Additional funds were provided for these programs in the 2003-04 budget. The Pride of Place program supports projects that enhance cultural identity and sense of place.

Development contributions have been recently reviewed and an additional impost on development for arts and culture through that mechanism is not considered appropriate at this time.

In June the Government announced that it would hold a Creative City Conference in 2006, to coincide with the Commonwealth Games. The conference will provide an opportunity to review achievements, examine local and international case studies and identify future directions and opportunities.

#### **Priorities for implementation**

In response to your comments we commit to:

- continuing to ensure that a comprehensive view of place is taken in implementation of *Melbourne 2030*

We are giving immediate priority to this project:

- Pride of Place Program 2002-04

## How can we maintain diversity?

### Your comments

Submissions emphasise the importance of differences between places and their role in communities' sense of identity. The City of Moonee Valley wants to ensure that metropolitan-wide decision frameworks meet local characteristics and needs.

It is also stressed that local communities can play a key role in identifying local character, and should bring their specialised knowledge to bear.

### Our response

We acknowledge the importance of diversity between places. A key to ensuring and maintaining this is to build on local context. It is important that local councils identify and address neighbourhood character in their Local Planning Policy Frameworks and involve the community in this process. The need to respond to local context is set out in the State Planning Policy Framework and in the VPPs. Implementation of *Melbourne 2030* will contribute, particularly through development of guidelines for activity centres and ResCode+.

Community involvement in identifying local character will be covered in the new Practice Note - 'Using the Neighbourhood Character Provisions'. This is also an important component of place management (see Policy 9.5) which is to be used in implementation of *Melbourne 2030*.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that local characteristics are addressed in development of guidelines and other initiatives

We are giving immediate priority to these projects:

- Activity Centre Design Guidelines
- ResCode+ (four storeys and above)

# Policy 5.3

Improve community safety and encourage neighbourhood design that makes people feel safe

## Level of comment on this policy

- low

## Key messages in submissions

- general support for this policy and suggestions for its expansion
- 

## How can we combine improved safety with good design?

### Your comments

Some submitters believe that successful achievement of *Melbourne 2030* objectives will be at risk if safety is not addressed. Comments stress that safety elements must be integral to design and that key locations, including rail stations, should be a priority. Specific proposals include expansion of community policing programs. Transport-related safety is of particular concern, especially on public transport. A few submissions call for increased staff presence on the public transport network.

Darebin Council proposes that Crime Prevention Through Environmental Design (CPTED) should be implemented at state level rather than leaving it to councils to interpret.

The City of Maribyrnong suggests that the current Clause 56.02-06 in the VPPs falls short of State Environment Planning Policy (SEPP) and CPTED practices. The City of Manningham proposes a proactive approach to safety programs and the inclusion of anti-graffiti strategies.

The PCA stresses that safety elements must be built into design, to make places safer and reverse the threats of isolation and vulnerability. They say: 'The twin pillars in *Melbourne 2030* of increased residential densities and increased public transport are at risk if community safety is not addressed'. Community attitudes to trains and train station safety are currently major obstacles to increasing use of the system.

Community safety is considered in an urban context. It is suggested that fringe and rural issues also need assessment, including issues of bush fires.

### Our response

Safety is a major community concern. Awareness of this is built into many parts of *Melbourne 2030* and its implementation. This includes the perception of safety as well as safety itself.

Designing for safety often includes designing for people walking, cycling and using public transport (including public transport stops). The emphasis on increasing safety for travellers on public transport will continue. An important aim of activity centres is to encourage mixed use development. Structure planning will consider how such development can improve public safety around transit interchanges and railway stations, and will also ensure the development of high quality public spaces which are safe and attractive places to be.

The 'Safer Design Guidelines for Victoria' have been developed by the Government (DSE and the Department of Justice). These will incorporate CPTED principles and will be incorporated into all Planning Schemes. The inclusion of complementary health issues is being investigated as part of this process. The focus on active mobility creates a link between designing for safety and designing for health.

The Government is giving priority to implementing 'Safer Streets and Homes', a whole-of-Government crime and violence prevention strategy.

The Government has also launched a Women's Safety Strategy, which is the first comprehensive strategy on violence against women by any Victorian Government for 17 years. It brings all Ministers and Government Departments together, working within a single policy framework.

In implementation of *Melbourne 2030*, the safety aspects of the urban design principles and guidelines will address bushfire issues and will apply to fringe and rural areas where an urban fabric exists. Bushfire issues are also addressed in Policies 3.2 and 5.5.

**Priorities for implementation**

In response to your comments we commit to:

- ensuring safety considerations are incorporated into *Melbourne 2030* projects
- ensuring bushfire risk is considered in all relevant guidelines, codes and strategic planning processes

We are giving immediate priority to these projects:

- Safer Design Guidelines for Victoria
- Safer Streets and Homes
- Structure Planning Advice

# Policy 5.4

Protect heritage places and values

## Level of comment on this policy

- medium

## Key messages in submissions

- desire to protect heritage
- support for the policy
- suggestions that initiatives could go further and that controls should be tighter

## Do we need a broader view of heritage?

### Your comments

The Heritage Council states that *Melbourne 2030* should promote a broader view of heritage, with recognition of its diversity, and that it should also refer to the constant need to reevaluate heritage values. The importance of the context or setting of heritage is highlighted. The Council proposes a change to the wording for the preamble to include, for instance, maritime influences.

Hobsons Bay Council suggests that identification and assessment is a different task to protection and management and should be treated separately. Moonee Valley City Council seeks clarification of the use of the term 'cultural heritage' as it implies a narrower focus than the scope and intent of the SPPF Clause 15.11.

### Our response

*Melbourne 2030* supports a broad definition of heritage, including maritime, landscapes, industrial, archaeological, and indigenous places. This broader definition will be taken into consideration in implementation. The need for ongoing reevaluation of heritage values is agreed; advice on this can be incorporated into Initiative 5.4.3.

We recognise the importance of the context for heritage. It will be incorporated in design guidelines such as the urban design guidelines, ResCode+, the activity centre guidelines, and it will be included in activity centre structure planning advice.

We understand the difference between issues of identification and assessment and issues of protection and management. Both will be pursued in implementation.

It should be noted that the terms cultural heritage and heritage can be used interchangeably. The term 'cultural heritage' has a broad definition and includes all aspects referred to in Clause 15.11.

### Priorities for implementation

In response to your comments we commit to:

- ongoing reevaluation of heritage values
- developing urban design guidelines for incorporation in the planning system that have regard to heritage values

We are giving immediate priority to these projects:

- ResCode+ (four storeys and above)
- Activity Centre Design Guidelines
- Structure Planning Advice

## Is heritage being lost?

### Your comments

There is some community concern that heritage is being lost. A few submissions also see higher density as being at odds with heritage places, including loss of character as well as vistas. One submission suggests that contemporary housing designs are not compatible with heritage character and streetscapes. The City of Yarra refers to development capacity issues in regard to built form and heritage.

The City of Maribyrnong offers to develop measures of assistance and support for the adaptive reuse of heritage buildings, suggesting that Heritage Victoria should establish a register of metropolitan significant places.

One submission states that the identification of heritage values should be an important starting point for many actions in *Melbourne 2030*. There is also concern that protection is only

clear for Heritage Victoria listed buildings, with little recognition of locally classified heritage.

In regard to Initiative 5.4.5 the Heritage Council suggests that professional institutes could collaborate in the award system.

### Our response

The Government is committed to the protection of Melbourne's heritage, and heritage issues are addressed in several places in *Melbourne 2030*. Apart from the specific heritage policy, they are referred to as an important decision factor in the performance criteria for activity centres, the Neighbourhood Principles and the principles for development of urban design guidelines.

Design guidelines to be developed, such as the urban design guidelines, ResCode+ and the activity centre guidelines will address the conservation of existing heritage values and encourage new development that respects the identified values.

In regard to the appropriateness of contemporary design, we recognise that the best new development today is creating the heritage of the future. Higher density is discussed in more detail below, but it is noted that some heritage buildings, for instance in parts of the inner city, are higher density and often of two storeys.

Existing overlay controls protect Melbourne's heritage at local level. However, this requires local government authorities to have completed adequate heritage studies and to have followed this up with relevant planning controls – hence Initiative 5.4.4 which is to ensure that planning schemes reflect the heritage values in each municipality.

Details of awards (Initiative 5.4.5) will be worked up by Heritage Victoria as part of the Victorian Heritage Strategy programs. The collaboration of professional institutions will be invited.

Heritage Victoria has developed draft guidelines for managing places subject to heritage overlays.

#### Priorities for implementation

In response to your comments we commit to:

- developing a new heritage strategy for Victoria
- developing urban design guidelines for incorporation in the planning system that address the conservation of existing heritage values and encourage new development that respects the identified values

We are giving immediate priority to this project:

- Victorian Heritage Program 2003-2004

## How can we ensure landscapes are recognised and protected?

### Your comments

A few submissions, including the Heritage Council's, refer to the need to recognise heritage landscapes. The Heritage Council proposes that plans for protection of coastal and foreshore environments should include consideration of heritage values.

Many coastal and foreshore landscapes are cultural artefacts. The Heritage Council believes that the policy on green wedges should include further emphasis on heritage issues, and suggests commissioning a discussion paper on cultural landscapes.

### Our response

Cultural landscapes are recognised as an important concern. The issue is not specific to *Melbourne 2030*. The comments made will be referred to Heritage Victoria for their further consideration. The VPPs currently include the Significant Landscape Overlay, which can be used to protect important areas. In implementation of *Melbourne 2030* all values, including heritage (natural and cultural), social and Indigenous, will be considered in development of management plans for each green wedge.

#### Priorities for implementation

In response to your comments we commit to:

- continuing to recognise heritage landscapes as important

We are giving immediate priority to this project:

- Green Wedge Management Plans



## Can conflict arise between activity centres policy and heritage values?

### Your comments

Submitters feel that because a significant number of designated activity centres have heritage values, conflict may arise between protection of their heritage and encouragement of urban consolidation. The Heritage Council also considers that not all activity centres have adequate heritage controls in place and that all heritage values should be identified before structure planning takes place.

The Heritage Council says it would welcome involvement in the development of more robust guidelines or standards based on the performance criteria. It would be happy to participate in a pilot study to develop a best practice model for an activity centre structure plan.

The City of Yarra states that until structure plans are completed for activity centres, existing heritage and other local policies must stand. They also suggest that site consolidation in some areas is undesirable as well as difficult, as small narrow lots are part of 19th century character and heritage.

### Our response

Heritage values are important and will be taken into consideration in structure planning for activity centres. Activity centre guidelines will address the conservation of existing heritage values and encourage new development that respects identified values.

While nearly all councils (exceptions include Kingston, Melton and part of Moonee Valley) have undertaken heritage investigations, some of these may need reviewing. The understanding of heritage and community values is not static and heritage studies need to be updated over time.

Current planning scheme provisions will stand until structure plans are completed for activity centres. *Melbourne 2030's* Initiative 5.4.4 aims to ensure that heritage studies carry weight through planning schemes reflecting the full extent of heritage values.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that the development of the activity centre design guidelines and structure planning for activity centres has regard to heritage values

We are giving immediate priority to this project:

- Structure Planning Program for Activity Centres
- Activity Centre Design Guidelines

## How do we value Indigenous cultural heritage?

### Your comments

A number of submissions highlight the importance of cultural diversity and heritage, in particular Indigenous heritage. They identify the need for better measures to deal with these issues. The Heritage Council suggests that a gap exists between Indigenous and non-Indigenous cultural heritage planning. To look at the issues it recommends the establishment of an advisory committee with representatives from Heritage Victoria and Aboriginal Affairs Victoria, as well as DSE's Aboriginal Liaison Officer.

The City of Manningham confirms the need for clarification of the planning referral system for indigenous heritage issues.

### Our response

We agree that cultural diversity and heritage are extremely important and that there is a gap in the heritage system in terms of dealing with Indigenous heritage. All comments will be considered in implementing *Melbourne 2030*. An advisory committee or group may be established to implement Initiative 5.4.1.

### Priorities for implementation

In response to your comments we commit to:

- considering the establishment of an advisory committee to consider protection of Indigenous heritage

## Do we need more funding for heritage issues?

### Your comments

A number of submissions refer to the need for additional funding. Maribyrnong Council suggests that councils need more resources for heritage identification. The City of Manningham says financial assistance is needed for preparing statements of heritage significance. Hobson's Bay supports an awards system but suggests that incentives may be more successful.

Other issues raised include the need for funding in these areas:

- to individuals to protect heritage assets
- to help Councils and proponents establish the heritage significance of major development sites
- to help Councils to prepare heritage assessments and statements and to embed heritage and planning schemes.

### Our response

The Victorian Heritage Program managed by the Heritage Council makes State Government funding available for the protection and management of Victoria's cultural heritage, although this is subject to limitations. The Heritage Council oversees vitally important programs including grants to local councils for heritage advisers and heritage study, capital works grants to owners and managers of heritage places, and urgent works grants and loans to owners and managers of heritage places at risk. Funding is also available to places subject to heritage overlays through local revolving funds such as the Melbourne Restoration Fund. \$8 million was allocated to heritage in the 2003-04 State budget.

### Priorities for implementation

In response to your comments we commit to:

- establishing partnerships to share responsibility for heritage conservation and providing financial and technical support for owners and managers of heritage places
- supporting communities in their efforts to retain and creatively use cultural heritage assets

We are giving immediate priority to this project:

- Victorian Heritage Program 2003-2004

# Policy 5.5

Promote excellent neighbourhood design to create attractive, walkable and diverse communities

## Level of comment on this policy

- medium

## Key messages in submissions

- confirmation of the importance of good neighbourhood design
- support for this policy and the Neighbourhood Principles
- concerns around social and environmental sustainability issues, open space, local services and shops, and ways to implement this policy

## How important is good neighbourhood design?

### Your comments

Submissions support this policy and the Neighbourhood Principles in *Melbourne 2030*.

Open space is emphasised as important, particularly with higher housing densities. KRAMMED proposes: 'Adopt the Victorian Code for Residential Development (April 1992) that includes in (its) performance criteria "provide for small local parks within 150 metres to 300 metres safe walking distance of dwellings".' Comments particularly apply to open space in established areas (see also comments on open space in Section 5.6 of this report).

Moonee Valley City Council suggests that the Neighbourhood Principles should be expanded to include safety. The City of Manningham believes the Neighbourhood Principles should specifically address access for those with limited mobility and the need to control noxious and environmental weeds.

Two submissions propose that reference should be made to bushfire dangers and that appropriate responses be included. One suggests that houses adjoining parks should front onto the parks with a road in between, rather than backing directly onto parks.

### Our response

The comments submitted confirm the appropriateness of *Melbourne 2030*'s initiatives and the Neighbourhood Principles.

These Principles refer to safety in terms of safe and attractive spaces for walking and cycling and will be particularly addressed through the urban design guidelines, as the principles for development of urban design guidelines include a section on safety (see Policy 5.1). In addition,

Policy 5.3 addresses other aspects of safety. Guidelines for safer design in Victoria are also being developed by DSE and the Department of Justice.

We recognise the need for access to open space in areas of increased densities where gardens may be small or non-existent. *Melbourne 2030* looks at open space actions in Policies 5.6 and 5.7 while Initiative 5.6.3 aims to establish a planning framework and guidelines relating to open space. Access for people with limited mobility is covered in the principles for the development of urban design guidelines.

The management of pest plants is an important part of improved land management. Noxious and environmental weeds, a major threat to our catchments, will be addressed by the Regional Catchment Strategy (Initiative 5.8.2). The protection and management of biodiversity in Policy 7.7 includes mapping regional biodiversity values.

It is appropriate to include a response to bushfire risk. In implementing the Neighbourhood Principles, for instance through the Sustainable Neighbourhoods Project, specific guidelines will be included to address bushfire risk. Growth area planning will also take account of bushfire risk.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that the Neighbourhood Principles guide the planning of growth areas and enhancement of existing neighbourhoods

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Growth Area Planning
- Design for Safe and Healthy Communities

## How can we plan for social sustainability?

### Your comments

Submitters express support for consideration of social aspects of communities, including support and care for people through community infrastructure and design considerations. Several feel a need for safer neighbourhoods, including crime prevention responses.

Other matters raised in planning for community infrastructure include providing places for youths, sports facilities and youth clubs.

VCOSS emphasises the importance of being able to offer housing to cater for all socio-economic needs, as well as including access for those with a disability and access to social infrastructure.

### Our response

These issues are recognised and agreed. Provision of social infrastructure is addressed at Policy 6.2 of this report, and safer neighbourhoods at Policy 5.3. It is important to provide a range of housing to meet a diversity of needs, including those with a disability. This will be addressed through the regional housing working groups, growth area planning and structure planning for activity centres.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that the broad social needs of communities are considered

We are giving immediate priority to:

- Regional Housing Working Groups
- Growth Area Planning
- Structure Planning Program for Activity Centres

## How can we achieve environmental sustainability in neighbourhood design?

### Your comments

Some submitters emphasise the importance of water, energy, public open space and transport in neighbourhoods. Particular reference is made to submissions from:

- VCOSS, emphasising 'provision of open space and cost efficiency of water and energy usage'
- Manningham City Council, supporting use of the term 'ecologically sustainable development' rather than 'environmentally friendly development'
- the PIA, supporting the Neighbourhood Principles and a focus on sustainability
- Bicycle Victoria, wanting more mention of cycling in *Melbourne 2030's* relevant policy titles, in the Neighbourhood Principles and in the diagrams.

### Our response

Direction 7 – 'A greener city' will be the driver for implementing Government policies for energy, greenhouse, native vegetation and water. The Sustainable Neighbourhoods Project will ensure the application of Government policy for subdivisions. This project will set goals for protection of the environment, including biodiversity, in new subdivisions, and will address issues like proximity to creek frontages and beaches.

The term 'environmentally friendly development' can also be defined as 'ecologically sustainable development'. Through development of the Sustainable Neighbourhoods Project the term can be refined.

Cycling is referred to in the Neighbourhood Principles as well as in the preamble and is particularly addressed in Policy 8.7.

It should be noted that *Melbourne 2030* defines 'walkable' thus:

'Walkable communities, or locations, make footpath-based travel as easy as possible for all members of the community including children, people with prams/shopping carts and people using mobility aids. Walkability encompasses issues of safety (traffic and personal), attractive surroundings, distance between destinations, gradients, appropriate surfaces and physical barriers to access such as steps and gutters.'

Key implementation priorities across the metropolitan area (in growth areas and activity centres in particular) and for different elements of sustainability (such as water, energy and

native vegetation) will all contribute to creating more sustainable neighbourhoods.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that the Neighbourhood Principles, which include environmental sustainability objectives, guide the planning of new neighbourhoods

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Sustainability in the Built Environment
- Growth Area Planning
- Activity Centre Design Guidelines
- Structure Planning Program for Activity Centres

## **Do we need to protect local services and shops?**

### **Your comments**

A number of submissions emphasise the importance of local convenience services, particularly small shops. The City of Maribyrnong states: 'It is critically important for social equity as well as ecological sustainability reasons to introduce localisation of services'. Maribyrnong suggests that research is required and the possible use of criteria – for instance, if subdivisions don't meet sustainability criteria, including the provision of convenient services, then development should not be allowed.

One submission notes that prevailing market forces act against maintenance and provision of local services and that without planning intervention these services will decline. The submission suggests that more attention needs to be paid to neighbourhood shops and ways to support these.

The PCA suggests that this issue needs direction and an incentive scheme, adding that: 'Current parking requirements deter developers from including such a service'.

### **Our response**

*Melbourne 2030's* Policy 1.1 for Neighbourhood Activity Centres focuses on providing local services.

The issue of viability of Neighbourhood Activity Centres needs further work. Sometimes there is no market interest, leading to sparsely distributed centres and a lack of easily accessible local convenience services. While increased population may help, such centres still present a challenge in terms of implementing the Neighbourhood Principles,

particularly for outer metropolitan councils. Further work will be done in this area in conjunction with local councils, through the growth area planning process and the preparation of design guidelines for activity centres. The Sustainable Neighbourhoods Project will refer to meeting local convenience needs.

The StreetLIFE program is relevant. This program links business and communities to identify, develop and implement local economic development strategies that will promote small business growth and improved economic performance. The program provides matched funding, resources and project assistance over a two-year period to local government, trader associations and chambers of commerce to work with the business sector and the broader community in small towns, regional centres and metropolitan neighbourhood business centres.

*Melbourne 2030's* Policy 5.5 refers to the need for convenience services that meet day-to-day needs within walking distance and Initiative 5.5.2 is proposed to develop guidelines that will assist local government in supporting local convenience services.

#### **Priorities for implementation**

In response to your comments we commit to:

- developing guidelines to support local convenience services

We are giving immediate priority to these projects:

- Growth Area Planning
- Activity Centre Design Guidelines
- Sustainable Neighbourhoods Project
- StreetLife

## Do the Neighbourhood Principles apply in all of Melbourne?

### Your comments

Among the submitters who comment on implementation are some who highlight the difference between implementing this policy in growth areas and in established areas.

### Our response

One vehicle for implementation of *Melbourne 2030's* Policy 5.5 and the Neighbourhood Principles is the review of Clause 56 in all planning schemes and through the Sustainable Neighbourhoods Project. This project will provide for new residential subdivision and includes urban growth areas as well as infill subdivision in established areas.

It is recognised that achievement of liveable neighbourhoods is desirable in existing areas as well as new. However, change will need to be incremental. The Neighbourhood Principles provide a best practice model for liveable neighbourhoods. They can be used to guide individual development or infrastructure decisions to gradually move existing areas towards the model.

The Neighbourhood Principles will be implemented across the metropolitan area through incorporation in structure planning for activity centres and growth area planning.

They will also need to be addressed in local area planning, Government infrastructure priorities, investment policies by local government and others, VicUrban projects, ResCode+ and the development of urban design guidelines.

#### **Priorities for implementation**

In response to your comments we commit to:

- developing urban design guidelines for incorporation in the planning system that incorporate the Neighbourhood Principles
- pursuing the Neighbourhood Principles as part of relevant Government projects

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Growth Area Planning
- Structure Planning Program for Activity Centres
- ResCode+ (four storeys and above)

# Policy 5.6

Improve the quality and distribution of local open space and ensure long-term protection of public open space

## Level of comment on this policy

- medium

## Key messages in submissions

- general support for the intent of the policy
  - the initiatives could go further in terms of ensuring protection and adequate funding of open space
  - there is a need to ensure provision of adequate open space as densities increase
- 

## Where do we need more local open space?

### Your comments

Many submitters express the need to ensure adequate local open space in built-up areas. This is seen as particularly important where population densities are increasing, with consequent loss of backyards creating a need for additional public open space. VCOSS believes the provision of parks within walking distance is particularly important for low-income people and those who live in high-density housing with no private gardens.

The City of Melbourne recommends that a new initiative be added to prepare open space plans that would identify additional opportunities for open space in areas undergoing population growth. The City of Glen Eira suggests it is the Government's responsibility to undertake the necessary research to ascertain open space requirements as a result of increasing housing densities. The City of Moreland highlights the difficulty and high cost of providing new parks in areas identified as deficient.

The Shire of Nillumbik suggests that the owners/managers of 'neglected' areas of government land, mentioned in *Melbourne 2030's* Initiative 5.6.4, be held accountable for its neglected state. The City of Moreland complains of difficulties in developing valuable open space areas owned by VicTrack (the Government agency that owns rail corridor land).

### Our response

We acknowledge the need to address public concern about open space provision as Melbourne becomes a more compact city with the potential for reduced private open space. This is primarily seen as a local open space issue because it is about the availability of open space within walking distance of households. Analysis of accessibility to regional open space (in terms of the number of regional parks within a 15 km radius) undertaken by Parks Victoria and described in 'Linking People and Spaces' shows clearly, however, that inner Melbourne is well provided with regional open space in comparison with outer urban and rural fringe areas.

The structure planning process for activity centres (see draft Implementation Plan 1 - 'Activity centres'), where much of the higher density development will be concentrated, will take into account open space needs and investigate opportunities. However, specific research is needed into public open space needs in the context of increasing population densities, higher density living and changing household structures and lifestyles. While there is the potential for reduction in the amount of private open space, this needs to be seen in the context of smaller families and falling household sizes - a trend common to all industrialised countries. This new work will be incorporated within the scope of Initiative 5.6.3, which involves reassessing open space needs generally and developing planning guidelines around issues such as open space distribution and sizes for different purposes. These guidelines will replace the previous 'Planning Guide for Urban Open Space', MPE 1989 and may also lead to amendments to the VPPs (clause 56, Residential Subdivision provisions). It will be closely linked to the Sustainable Neighbourhoods Project (see *Melbourne 2030*, Policies 5.1. and 5.5.)

The contract requirements of bodies that own or manage 'open space' deemed to be neglected will be investigated as part of the implementation of Initiative 5.6.4. This will establish the extent to which these bodies can be held accountable.

#### Priorities for implementation

In response to your comments we commit to:

- undertaking specific research on open space needs in the context of increasing densities and higher density living with reduced private open space
- considering the need to make amendments to the VPPs to ensure that adequate open space is provided in higher density settings
- investigating the extent to which owners/managers of 'neglected' areas can be held accountable when pursuing strategies to improve these areas

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Growth Area Planning
- Structure Planning Program for Activity Centres
- ResCode+ (four storeys and above)

## Does local government need more help?

### Your comments

A number of submissions, particularly from local government, support an increased role for the Government in planning for the whole hierarchy of open space, including local and district open space and sporting facilities. Some submitters request the specification of mandatory open space requirements in new developments. They suggest these open space planning requirements should not include areas set aside as nature reserves, and that they should specify size and accessibility and the range of park types and sizes needed. The City of Moreland also suggests that the planning framework should consider quality, population density and sustainable maintenance issues, and mentions the benefit of benchmarking across municipalities.

The importance of having local parks within walking distance of all households is emphasised. While the recent practice of providing pocket-handkerchief parks in new subdivisions comes in for criticism, the PCA feels that the larger (more than two hectares) parks that councils often favour are unsafe.

The TCPA calls for a definition of appropriate land uses, including commercial activities, for public open space.

Australian Landscape Management Pty Ltd believes that *Melbourne 2030* should emphasise the role of local government in providing open space and that the emphasis is on parks managed by Parks Victoria. A reassessment of open space needs in the light of social and demographic change should apply to areas managed by councils as well as by Parks Victoria.

Some submitters are unsure of the meaning of Initiative 5.6.1. Initiative 5.6.4 is supported by local government, however the City of Whitehorse requests a stronger commitment in terms of 'supporting and providing assistance on innovative park design'. In fact, many councils call for increased funding for open space development and maintenance. The City of Maribyrnong suggests setting up a recreation coordination network (perhaps on a regional basis) involving local government and State Government agencies. Several inner suburbs councils mention the need for State Government support to address inequities in provision and increasing pressure on local parks. The City of Port Phillip says there is increased pressure on coastal open space and believes this should be supported at metropolitan level, not just by ratepayers in the immediate area. The City of Moreland, having no parks classed as 'regional', says it is disadvantaged when applying for Parks Victoria funding. It finds increasing difficulty in maintaining parks at a level acceptable to the community.

### Our response

The open space planning framework and guidelines (*Melbourne 2030's* Initiative 5.6.3) will be developed with local government, so that issues raised by councils can be included. The issues of park size and appropriate uses (including restricted areas and commercial uses) will be considered, including the need for any change to the existing local open space provisions in clause 56 of the VPPs. The significant work done by many councils over the years will be invaluable in completing this task.

*Melbourne 2030* clearly deals with council open space as well as with parks managed by Parks Victoria. Although the focus of the Parklands Code is on regional open space, the rest of Policy 5.6 mainly relates to council open space.

Initiative 5.6.1 implies that State and local governments will discuss their respective roles, identifying gaps and recommending change where needed. This will include consideration of the idea of regional coordination networks. Through the 1980s, the Government took a clear lead in strategic open space planning in conjunction with the Melbourne and



Metropolitan Board of Works, planning for the entire network and providing guidance to local government. This was not continued in the 1990s although in recent years Parks Victoria has taken a metropolitan-wide view of regional open space needs (in 2002 releasing its strategy, 'Linking People and Spaces').

The request for greater support (Initiative 5.6.4) will be subject to the availability of budget resources. This initiative will consider how best to allocate available funds from within DSE, DVC (Sport and Recreation Community Facility Funding) and from other agencies or service providers.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that Initiative 5.6.3 (open space planning framework and guidelines) is carried out in partnership with local government and addresses the issues raised, such as park size and appropriate uses
- considering the idea of regional coordination networks as part of Initiative 5.6.1, which will identify gaps in the current roles of State and local government.

## **Will the Parklands Code offer increased protection for open space?**

### **Your comments**

Two submissions from community groups call for open space of environmental significance (such as that containing remnant vegetation) to be permanently reserved as Crown land to ensure long-term protection.

A number of submissions suggest changes or additions to the Parklands Code. These include the following points:

- ensure that remnant vegetation and habitat on public land remains in public ownership
- the Code should be adopted policy for all government agencies
- community input needs to be balanced against professional judgement – community pressure can paralyse effective management
- management plans should be required for all parks, not just areas of more than 100 hectares
- local parks should be covered – the Code provides no security for these areas
- the section on 'changing land use' gives implicit support for alienation

- the Code does not drive a process for integrated planning of open space across Melbourne
- the Code should address development on adjacent private land, such as along the Yarra River; it should cover buffer zones, and the scale and types of developments
- the Code should prevent the erosion of inner city parks for commercially driven spectator facilities
- the Code could be used to allocate resources for open space improvements and development of new open space
- the Code should highlight the need to retain neighbourhood character
- the Code should be open for separate detailed submissions by local government and other stakeholders
- access to land alongside waterways and foreshores should be qualified 'except where unsafe or environmentally sensitive'.

Several submitters mention particular areas of land held by government agencies, such as Melbourne Water and VicRoads, that have significant open space values or previously were used for open space purposes, but are now 'surplus to requirements'. These areas include Devilbend Reservoir, Beaconsfield Reservoir and land beside the Mullum Mullum and Koonung Creeks.

Calls are made for clarification of transfer and ownership arrangements for surplus Government land, including clear criteria for evaluating environmental and recreational values.

### **Our response**

Parks Victoria's draft strategy, 'Linking People and Spaces', which was released in 2001 for public comment, included an earlier draft of the Parklands Code. Hence we do not consider that a further detailed submissions process can be justified. The Code applies to all Government agencies. Many of the suggestions made above are too detailed to be suitable for this type of Code and will be dealt with through other initiatives and processes. The Code applies across the State and is a general guide to decision-making but it cannot override any legislation.

Development on adjoining private land and issues of neighbourhood character are best dealt with through the planning system and park management plans. Large areas containing significant remnant vegetation can be offered for transfer to the Crown and reserved as Crown land at the request of a local council, to increase protection against sale or alienation. Applying appropriate zoning and planning controls for

these areas can also provide protection against disposal or removal of vegetation. It would be difficult for the Code to adequately define what constitutes 'significant' vegetation; this is best considered on a site-by-site basis.

We acknowledge that ideally, management plans would be prepared for parks of all sizes. The Government will not enforce this requirement on local government. The question of protecting local and district open space will be addressed through *Melbourne 2030's* Initiative 5.6.3 – such guidelines need to be discussed in detail with local government. As councils often acquire open space in greenfield sites with the intention of setting aside some portions for restricted uses (such as private clubs) at a later date, it would not be practicable to apply the replacement open space rule across the board.

The issue of application of the Code to land owned by other government agencies can be clarified. The Code states that the Government commits to the principles for land under control of DSE (which includes all Crown land managed by Parks Victoria, councils and other bodies). The intention is, however, that the statement referring to existing public land adjoining waterways and coasts that remain in public ownership (in 'Securing the future of open space') applies to all State and local government-owned land, as was the case when this policy was first defined in 1988. In most cases, sale of such land would require an amendment to the relevant planning scheme (and would hence be a decision for the Minister for Planning) and/or application of the policies applying to the sale of Crown land.

Qualifying the section on access to land along waterways and foreshores is not considered necessary, as the current Code does not prevent restriction of access for safety or environmental reasons. It specifically forbids new developments which could block access to riverbanks and foreshores.

Protocols for the consideration of environmental, social and economic factors will be developed as part of a review of the policy governing the disposal of government land (see Initiative 6.1.7 in *Melbourne 2030*). As discussed in the response to comments on draft Implementation Plan 3 – 'Housing' (Action 3), it is intended to maximise use of the Government Land Monitor Sales Bulletin Board by departments and agencies, so as to achieve the best outcomes in relation to surplus Government land.

The specific parcels of land mentioned in submissions will be reviewed in consultation with Parks Victoria, local government and other stakeholders. Significant sections of the Devilbend and Beaconsfield Reservoir sites, as well as land recommended by the former Land Conservation Council for addition to national parks and conservation reserves, are being considered as possible future parkland pending completion of detailed assessments of the land, transfer mechanisms and public consultation. Specific planning scheme amendments will follow as necessary. As discussed above, the Parklands Code states that existing public land immediately adjoining waterways and coasts must remain in public ownership, and any developments that prevent public access along stream banks or foreshores will not be permitted. This applies to land owned by any State Government agency or local government.

#### **Priorities for implementation**

In response to your comments we commit to:

- developing protocols for consideration of social, environmental and economic factors as part of reviewing the policy on the disposal of Government land (Initiative 6.1.7)
- reviewing the status of specific parcels of land mentioned by submitters as being under threat, taking into account the Parklands Code and in consultation with Parks Victoria, local government and other stakeholders
- ensuring that the Parklands Code is reflected in the VPPs

# Policy 5.7

Rectify gaps in the network of metropolitan open space by creating new parks and ensure major open space corridors are protected and enhanced

## Level of comment on this policy

- high

## Key messages in submissions

- strong support for protection of the Yarra and Maribyrnong Rivers and other waterways, and for creation of new parks and trails – this includes public land in the river environs and abutting private land
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## How can we give more protection to waterways?

### Your comments

Many submitters support the protection of the Yarra and Maribyrnong Rivers against inappropriate development and environmental degradation. There is strong support for continuous public land ownership and access along the river banks, and for protection and enhancement of native vegetation, water quality, wildlife corridors and riparian habitat. Examples of current developments along these two major rivers on private land in the Cities of Yarra and Brimbank are causing concern. Submitters call for strict urban design and height controls and minimum setbacks from the rivers. Friends of the Maribyrnong Valley suggest that green wedges be extended along river valleys like the Maribyrnong to provide wildlife corridors into the inner city.

Councils generally support a review of overlay controls to achieve greater consistency between municipalities. Some submitters would like to see clearer management arrangements or even a single management authority for each river. The Shire of Nillumbik calls on the Government to compulsorily acquire the remaining sites needed as strategic open space links along the Yarra and other waterways, rather than waiting for an approach from the landowners. One submitter believes the relevant initiative in *Melbourne 2030* (5.7.4) should preclude any new road crossing of the Yarra River.

Friends of the Yarra Corridor recommend the creation of a special planning zone for the Yarra River corridor. This group also asks that a Yarra River Regional Park be defined, a vision developed jointly with local government and community stakeholders, and a coordinating and representative body be established to ensure cohesive and integrated policy and implementation. It also calls on the Minister for Planning to introduce an interim freeze on

development pending the introduction of revised planning controls (see Initiative 5.7.4). Community groups with an interest in the Maribyrnong River, such as The Western Region Environment Centre, also call for an urgent review of planning controls to prevent further inappropriate development.

One submitter emphasises the importance of the numerous conservation parks and reserves within the metropolitan area and the fact that these cannot function effectively without a strong emphasis being given to habitat protection across the whole network. The role of vacant or underutilised land in providing a buffer between urban development and significant parks also needs to be recognised.

SPI Powernet makes the point that electricity transmission infrastructure can sometimes be incorporated in open space corridors/linear parks along with elements like bicycle paths.

Finally, a number of submitters recommend that Initiative 5.7.4, relating to planning protection for the Yarra and Maribyrnong river valleys, be extended to other waterways in the metropolitan area such as the Werribee River, Merri Creek and Gardiners Creek.

### Our response

Tougher, consistent and environmentally sustainable planning controls along the Yarra and Maribyrnong river valleys are a priority. Many of the above comments about protecting the Yarra and Maribyrnong river valleys have been the subject of recent informal discussions between State and local government since the release of *Melbourne 2030*.

The Planning and Environment (Metropolitan Green Wedge Protection) Act 2003 defines 'green wedges' as the area within a metropolitan fringe planning scheme but outside the urban growth boundary (UGB). Metropolitan fringe planning schemes apply to the following councils in the upper Maribyrnong and Yarra valleys: Brimbank, Hume, Manningham,

Nillumbik and Yarra Ranges. The lower sections of the Yarra and Maribyrnong mostly comprise public land (open space) flanked by urban development. However, the fact that these sections are not defined as 'green wedge' does not mean that the river corridors cannot be enhanced and managed to protect native habitat and to function as wildlife corridors.

Reviewing planning controls to prevent inappropriate development is a high priority for early action, and DSE will work with councils to facilitate the introduction of revised controls to ensure development is sympathetic to the river valley environs. Given development pressures and other issues along the Maribyrnong, including large areas of Commonwealth land being released for development in the near future, the Maribyrnong valley should receive priority equal to the Yarra for a review of planning controls. Targeted grants to support this work are being made available to local councils. A \$50,000 targeted grant has been allocated to the Cities of Maribyrnong, Hume, Melbourne, Brimbank and Moonee Valley to develop urban design and landscaping guidelines.

The current policy on land acquisition for open space purposes is for the Government to acquire land when it is offered for sale in order to avoid conflict and expedite purchase. Government policy is that there will be no new road crossing of the Yarra River to link the outer ring road to the Mitcham-Frankston freeway.

The idea of preparing plans for the minor waterways is supported, but initial priority will be given to the two major rivers. It should be noted that DSE is currently coordinating the preparation of a similar strategic plan for Kororoit Creek.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with councils to address strategic issues along the Yarra and Maribyrnong corridor

We are giving immediate priority to these projects:

- Yarra and Maribyrnong Valleys – Review of Planning Controls
- Yarra 2006 Action Plan

## **Where should we create new parks and trails?**

### **Your comments**

Submitters support the creation of new parks and 'chains of parks' mentioned in *Melbourne 2030's* initiatives 5.7.1 and 5.7.2. However many underline the need for adequate funding to ensure appropriate management of existing parks. Several submissions query the adequacy of funding available to Parks Victoria. They question funding priorities in that insufficient money is available for land acquisition, particularly for areas of high conservation value. Several councils mention the need for additional funding assistance for regional open space, including trail development. A combined submission from the VNPA, Environment Victoria and the Green Wedges Coalition suggests the creation of an Environment Land Acquisition Fund for purchase of land for open space, including purchases by local government. Mention is made of the previous reimbursement scheme operated by the former MMBW for council open space purchases – this is no longer available.

Some submitters point out that the future metropolitan parks (identified in Initiative 5.7.1) are within or adjacent to planned growth areas as identified in *Melbourne 2030*. These growth areas may conflict with the need to protect important areas of ecological significance (such as Merri Creek) as public parkland. The zoning of land for future urban growth in these areas may also compromise the Government's ability to purchase the land, limiting the potential size of the parks and impacting on management. The application of the proposed Rural Conservation Zone as a buffer around all major parks in non-urban areas, including outside the metropolitan area, is recommended.

Support is expressed for the addition of land to existing parks, including Bunyip State Park and Point Nepean National Park. Others ask for the public acquisition of particular areas of ecological significance which are under threat, such as the Kilsyth South Spider Orchid site.

Bicycle Victoria points out that at the current rate of funding, the Metropolitan Trail Network (MTN) – the off-road component of the Principal Bicycle Network – will not be completed until well after 2030. In general, submitters support the continuation of trail development, including the completion of missing links. One draws attention to the potential for the MTN to link with activity centres and the role of Parks Victoria in helping to achieve this.

## Our response

Parks Victoria, in conjunction with DSE, regularly reviews priorities for land acquisition according to broader Government policies. However, it is acknowledged that the Parks Victoria mandate is to purchase land primarily for recreational use rather than for nature conservation. Increases in land values – particularly near the metropolitan area – together with an increasing community awareness of the value of significant sites, mean that public acquisition is becoming increasingly unviable. As a result, the Government is pursuing complementary strategies that see some sites of environmental significance remaining in private ownership. Planning controls and provision of incentives to landowners are being used to ensure protection of vegetation and other features.

The current growth area plans, shown in draft Implementation Plan 5 – ‘Growth areas’, are indicative only. The growth area structure planning process will take into account Parks Victoria’s plans for new parks. Parks Victoria will be represented on the Smart Growth technical working groups. Similarly, the green wedge management planning process will consider the most appropriate zones for park buffers on a case-by-case basis. Parks Victoria will be consulted in this process.

Specific requests for purchase of land for conservation reasons are being reviewed by DSE. In some cases, land which Parks Victoria is responsible for purchasing contains sites of regional significance for nature conservation.

On trail links, Parks Victoria will be involved in structure planning for activity centres to facilitate opportunities for trail links into centres, where feasible. Overall priorities and funding needed to complete the Principal Bicycle Network, which incorporates the MTN, will be considered in the development of further actions to encourage cycling (see draft Implementation Plan 6 – Integrated transport, Action Area 2).

### Priorities for implementation

In response to your comments we commit to:

- ensuring that growth area plans take into account plans for new regional parks
- ensuring that Parks Victoria is represented on the Committees for Smart Growth technical working groups
- ensuring that green wedge management plans consider the most appropriate zones as buffers to regional parks
- consulting Parks Victoria in activity centre structure planning to encourage the provision of trail links (MTN) into activity centres where feasible

We are giving immediate priority to these projects:

- Caroline Springs (Kororoit Creek) Regional Park Investigation
- Werribee River Park Plan
- Werribee Township Regional Park Investigation
- Merri Creek Corridor Regional Park Development
- Melton Township Regional Park Investigation
- Cranbourne Regional Park Investigation

# Policy 5.8

Improve the environmental health of the bays and their catchments

## Level of comment on this policy

- medium

## Key messages in submissions

- support for *Melbourne 2030's* policy and initiatives
- increased efforts are needed to protect waterways and their environs from degradation and inappropriate development
- urgent action is required on the lack of a waterway management body in some parts of the Port Phillip and Western Port catchments

Note: this policy is closely linked to Policy 7.4 - Reduce the impact of stormwater on bays and catchments

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## How can we keep adverse development away from waterways and riverbanks?

### Your comments

Many submitters ask for more protection of the State's waterways from inappropriate development. The Green Wedges Coalition, Sunbury Progress Association, Healesville Townwatch and Friends of the Earth (Melbourne) call for application of the proposed Rural Conservation Zone along all rivers and creeks, water catchments and floodplains in order to improve water quality, protect existing riparian vegetation and restrict development.

Others support the concept of a buffer zone along waterways to exclude development. One submitter suggests that an environmental impact study be undertaken before any riverbank development is approved. Another suggests a 'river keeper' be appointed on the Maribyrnong, to protect river ecology and develop riverbank strategies.

One submitter highlights the benefits many new floodplain developments have had on water quality where they include wetlands and open space components, recommending that *Melbourne 2030* allow development that includes drainage improvements adjacent to key watercourses.

It is also recommended that water quality targets established in relevant SEPPs be adopted in the development of action plans for growth areas and green wedges. One submitter mentions the need to identify specific actions for local government and other agencies to ensure achievement of SEPP objectives.

### Our response

The Rural Conservation Zone was specifically developed for use in metropolitan green wedges in conjunction with the Green Wedge Zone. It may not be appropriate to apply to all waterways, especially those in urban areas. Existing planning overlays are in place that aim to protect waterways but these may be applied inconsistently. Overlays, rather than specific zones, are more suited to the protection of waterways environs, because overlays target developments while the specific zones target land uses. *Melbourne 2030* encourages authorities to work together along waterways to ensure consistent application of planning controls. In particular, green wedge management plans and growth area plans will consider the need for reviews of zoning and overlay controls (refer to draft Implementation Plan 5 – 'Green wedges', Actions 2 & 4; and draft Implementation Plan 2 – 'Growth areas', Action 4). Policy 5.7 also commits to a review of planning controls along urban waterways (including the Yarra and Maribyrnong rivers) in order to protect conservation and recreation values. Initiative 5.7.4 will be extended to cover other urban waterways (see Policy 5.7 recommendations).

Just as identical planning provisions should not necessarily be applied generally across all waterways, neither should development be allowed generally along all waterways. Each development proposal should be considered in its local and regional context by the appropriate planning authority.

The possibility of promoting environmentally sound, sensitive developments in the vicinity of waterways could be considered as part of an overall program of promoting good examples of

sustainable development (see *Melbourne 2030's* Policy 7.8 for further discussion).

The Victorian River Health Strategy, for which DSE is the lead agency, sets a framework for decisions on the management and restoration of Victoria's rivers. It provides a common vision for river management, criteria and state-wide targets for restoration, and a planning framework that balances environmental, economic and social needs and integrates management of all activities impacting on rivers.

SEPPs, as statutory policies, must be applied in Victoria, so SEPP objectives will be a consideration in all growth area and green wedge planning. A new SEPP (Waters of Victoria), recently approved by the Government, gives new powers to EPA to audit the health of rivers and streams. There are five sub-catchment action programs (applying to the Yarra, Maribyrnong, Werribee, Dandenong and Western Port catchments) which represent the action programs for both the Yarra SEPP and the existing Regional Catchment Strategy. Following completion of the review of the Regional Catchment Strategy for Port Phillip Bay and Western Port, these action programs will be reviewed and further consideration given to how they can be given statutory weight. Currently, Clause 15.09 of the VPPs requires planning authorities to have regard to endorsed regional catchment strategies and associated action plans. These may include weed, rabbit, salinity and native vegetation action plans.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that growth area plans and green wedge management plans consider the need for reviewing planning controls along waterways
- considering the promotion of environmentally sound, sensitive developments near waterways as part of promoting good examples of sustainable development (see Policy 7.8)
- considering how the action programs for the Port Phillip and Western Port Regional Catchment Strategy can be given statutory weight
- implementing the new SEPP (Waters of Victoria)

We are giving immediate priority to these projects:

- Port Phillip and Western Port Regional Catchment Strategy
- Yarra and Maribyrnong Valleys – Review of Planning Controls

## **How can arrangements for waterway management and catchment planning be improved?**

### **Your comments**

Many submitters express concern over the lack of waterway management authorities in some areas, and over minimal legislative backing and resourcing for the existing catchment management authorities.

The implementation of Initiative 5.8.1 is regarded as urgent by many submitters, including statutory authorities and water retailers. This relates to adopting new statutory waterway management arrangements for areas currently without a waterway management authority, and includes the Werribee and upper Maribyrnong Rivers. The Western Region Environment Centre highlights inconsistency in waterway management, with the removal of soil along the Werribee River being cited as an example of inappropriate practice. The Werribee River Association calls for the establishment of a waterway management authority for Werribee River to enhance the Werribee Vision and *Melbourne 2030*.

The development of a biosphere reserve as a way of protecting RAMSAR sites and integrating them with the Werribee Plains environment is suggested by the Western Region Environment Centre.

The MAV and other submitters highlight the importance of ensuring that the implementation of *Melbourne 2030* is integrated with the regional catchment strategy being developed by the Port Phillip and Westernport CMA. The MAV states: 'It is essential to ensure *Melbourne 2030* and the Implementation Plans make reference to the role of the Port Phillip and Westernport Regional Catchment Strategy 2003 in identifying land management imperatives'. Submitters also highlight the need for a consistent approach to natural resource management across the wide range of *Melbourne 2030* implementation streams (including for example, growth area plans and green wedge management plans).

### **Our response**

*Melbourne 2030's* Initiative 5.8.1 will help resolve confusion over waterway managers and will ensure that each waterway, including the Werribee and upper Maribyrnong Rivers, has a designated waterway management authority. This initiative is also included in the Government's Green Paper: 'Securing our Water Future' (chapter 7) to ensure consistent management and protection of all waterways. Institutional arrangements generally will also be considered as part of the Green Paper.

'Biosphere reserve' is an international designation made by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) on the basis of nominations submitted by participating countries. Such reserves must include protected areas and surrounding lands that are managed to combine conservation and the sustainable use of natural resources. Submitting countries must address extensive criteria. The Government has in place a Biosphere Policy Framework and assessment process. Final submissions to UNESCO are made by the Federal Government.

Australia has 13 declared biosphere reserves. The four in Victoria are Croajingolong National Park, Hattah-Kulkyne National Park, Mornington Peninsula and Western Port, and Wilsons Promontory Marine Park & Marine Reserve. The Werribee Plains area has not been nominated for consideration as a biosphere reserve.

Ensuring consistency of interpretation for natural resource management policies and strategies is an important issue for the implementation of *Melbourne 2030*. This is especially true of green wedge management plans and growth area plans which will be developed by different committees. The formation and more recent restructuring of DSE will directly assist this goal, by ensuring that *Melbourne 2030* actions related to natural resource management are consistent and seamlessly integrated with the forthcoming Port Phillip and Western Port Regional Catchment Strategy and the Victorian Coastal Strategy (and see discussion under Policy 2.4 on land management issues).

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring consistent interpretation and application of natural resource management policies associated with *Melbourne 2030*, the Port Phillip and Western Port Regional Catchment Strategy and the Victorian Coastal Strategy

We are giving immediate priority to these projects:

- Securing our Water Future
- Port Phillip and Western Port Regional Catchment Strategy

## **What other issues should be considered?**

### **Your comments**

The City of Banyule suggests that this policy would be better placed under Direction 7 - 'A greener city'.

The City of Whitehorse raises concern over the loss of floodplain capacity to development and floodplain management that has resulted from VCAT decisions. One submitter suggests that some barrel-drained creeks should be deconstructed and brought back to a more natural state. The Eastern Coalition on Transport and the Environment points out that devoting a high proportion of land to roads often means excessive run-off and poorer water quality in creeks.

The City of Yarra highlights the need to ensure that environmental flows are allocated to rivers within the metropolitan area to protect ecological values.

Hepburn Shire supports the proposed studies and mapping in *Melbourne 2030's* Initiative 5.8.3, but would require financial support to achieve it.

### **Our response**

We agree that Policy 5.8 is closely related to Direction 7, in particular to Policy 7.4 about reducing the impact of stormwater on bays and catchments. The *Melbourne 2030* implementation program will consider the close connections between these two policy areas and ensure appropriate links between different initiatives.

In relation to the potential loss of floodplain capacity, Melbourne Water does not oppose developments on a floodplain provided lost capacity is compensated for elsewhere. However, Melbourne Water intends to develop a stronger policy basis that will be reflected in the development approvals process (planning, plumbing and building).

The Victorian River Health Strategy identifies priorities for improving water quality and the general health of our rivers and waterways. The opening up of barrel drains will occur in some areas as resources permit, but all works will be undertaken based on the priorities outlined in various Government strategies. In some urban areas there may be no practical way of returning such drains to fully natural waterways while retaining the current pattern of urban development.

The question of increased runoff from roads will be addressed in the Regional Catchment Strategy for the Port Phillip and Western Port catchments. Improved management of road runoff is part of water sensitive urban design



(see Policy 7.4 and the discussion of water-sensitive urban design initiatives). Environmental design and construction guidelines for road development (see Policy 8.6 and Initiative 8.6.1) will also consider this issue.

Many local councils are developing local responses to waterway management, including stormwater management plans (such as the work of the Association of Bayside Municipalities), and community monitoring of waterways.

DSE is undertaking work on environmental flows through the Sustainable Diversion Limits study. This identifies the environmental flow needs of rivers and appropriate water allocations to reduce future environmental risks. Melbourne Water is preparing stream-flow management plans for various waterways, excluding those with dams. In cases such as the Werribee River, where flows have been significantly reduced due to dam construction and allocations for irrigation purposes, the key to increasing flows in future lies in the ability to use recycled waste water for irrigation purposes, provided the recycled water is treated to meet the required standards. Detrimental environmental impacts on waterways could also be reduced as a result of reduced pressures on waterways from agricultural practices (such as stock watering).

#### **Priorities for implementation**

In response to your comments we commit to:

- taking account of the close connection between policies 5.8 and 7.4 in implementation

We are giving immediate priority to these projects:

- Renewed Port Phillip and Western Port Regional Catchment Strategy
- Sustainable Diversion Limits Study
- Securing our Water Future
- Melbourne Water Stream Flow Management Plans

# Policy 5.9

Protect coastal and foreshore environments, and improve public access and recreational facilities around Port Phillip Bay and Western Port

## Level of comment on this policy

- low

## Key messages in submissions

- support for the policy, although there are some possible future threats if greater attention is not paid to some specific issues
  - effective integration is needed across a number of Government programs and policy instruments
- 

## What threats exist to the bays, the coastal zone, and the character of coastal townships?

### Your comments

Some submissions refer to the increasing pressures on the coastal zone that result from growing population numbers, significance of coastal areas as open space, and visitor numbers and usage. About half the estimated 70 million recreational visits to the Victorian coast each year occur within the central region, mainly to the coast of Port Phillip Bay. The 2001 State of the Environment Report notes continuing decline in some aspects of coastal zone conditions, such as habitat loss, water quality, threats to marine species and introduced marine pests. Diffuse source pollution from agricultural and urban runoff is a serious threat to both bays and the increase in impervious surfaces is likely to result in increased runoff.

KRAMMED expresses concern about the potential impact of climate change (leading to sea level rise and increased storm surges) on urban areas near the coast, particularly in places like St Kilda and Mordialloc, where urban development is intensifying. The City of Greater Geelong is worried about inappropriate development that threatens the region's coastline and estuarine environment.

The Friends of Earimil Creek stress the need to protect the relatively unspoilt section of the coast in Mount Eliza from further subdivision and housing development. They believe the urban boundary should be maintained at Kunyung Road, from where there are spectacular views over Port Phillip Bay – urban development in this area, they say, would represent a major loss in amenity. The Friends also state that all remnant open space more than one square kilometre in area and within

one kilometre of the coast should be permanently reserved.

The need for sensitive planning to preserve the character of coastal townships, such as those around Western Port, is raised as a cause for concern. It is pointed out that ResCode does not adequately deal with the coastal environment, that coastal townships are threatened with suburbanisation, including overly large dwellings and vegetation removal which are beginning to destroy their village character. Changes to the VPPs are recommended to provide more appropriate controls in non-urban areas, including these small townships.

Another submitter suggests that the Port Phillip Bay shoreline should receive similar protection to the green wedges. All areas below the high-water line should be a State responsibility, no dwellings should be allowed down to this line, and structures over the seabed should not be permitted. As a principle, coastlines should be accessible to the public.

Comments are also made about increasing pressure on cultural heritage sites resulting from increasing coastal development.

The City of Port Phillip believes Port Phillip Bay must be recognised as a key open space asset that needs to be managed carefully, given the increased pressure resulting from more intensive urban development along the coast. Funding for infrastructure needs to be supported at metropolitan level and not just by the relevant local council.

### Our response

A number of planning activities are under way that aim to protect the coastline according to the principles of the Victorian Coastal Strategy 2002. These include coastal action plans for the areas between Mount Eliza and Point Nepean, and for Corio Bay. These action plans, and other initiatives such as the Great Ocean Road Strategy, will protect the coastline from

inappropriate development. These will incorporate a review of all planning schemes to ensure consistency with the Victorian Coastal Strategy 2002. In addition, the strategic implementation framework for the Central Coastal Region will cover issues such as boating, climate change and storm surge planning, and development guidelines.

The existing SEPP and associated Port Phillip Bay Environmental Management Plan provides the policy context for overall water quality management within the bay, with particular focus on nutrient reduction and avoidance of future introduction of exotic marine pests. Significant effort has been directed to the establishment of urban storm water agreements with local government to address stormwater inputs. Further work will commence on water-sensitive urban design guidelines covering urban stormwater management, waste water and greywater reuse and recycling in existing built up areas as well as in new subdivisions (see policies 5.8 and 7.4 in *Melbourne 2030*).

The question of permanent reservation of open space containing remnant vegetation is discussed in Policy 5.6, as this is also relevant to areas away from the coastal zone. Climate change adaptation is discussed under Policy 7.3.

In relation to ResCode, the SEPP provides the broad framework within which local councils develop more detailed provisions for their Local Planning Policy Frameworks based on township character studies. Specific coastal action plans may also provide guidance for developing more detailed controls to protect the character of coastal towns, and to protect cultural heritage sites. Coast-wide market research undertaken for the Victorian Coastal Strategy 2002 highlights the significance the community puts on retaining diversity of settlement type and the character of urban areas.

With development that reaches the high-water line, this Strategy encourages setbacks, as a precaution against climate change and in order not to interfere with natural coastal processes. Where opportunity presents, it also encourages an increase in the Crown estate along shorelines. Almost the entire Port Phillip Bay shoreline – generally including a narrow foreshore reserve and land below the high-water mark – is in Crown ownership. There are some exceptions, mainly at Portsea. Areas abutting the Port Phillip Bay shoreline are mostly modified in some way; those areas that are in a relatively natural state (western section) fall within a green wedge.

The Government recently reaffirmed a longstanding policy position that Crown land (seabed) should not be alienated for exclusive uses such as residential development. Accordingly, the ‘waters of the bays’ will generally continue to be managed for multiple

uses within an overall framework of sustainability and public benefit. The Parklands Code (see Policy 5.6) states that sale of land or developments that prevent public access along the coast will not be permitted.

State Government funding reflects the fact that Port Phillip Bay is a metropolitan-wide asset. Parks Victoria has responsibility for maintenance of piers and provides grants for trail development, while other parts of Government provide grants for beach cleaning and undertakes cliff protection and beach renourishment works. Coastal municipalities can charge non-residents for parking to boost their funding base, but research also shows that municipalities receive a significant rating benefit as a result of higher property values for areas within the coastal fringe.

State funding is provided on an annual or three-year basis for capital works. The Government is looking at ways of overcoming the practical difficulties this presents for forging effective funding partnerships between levels of government and other contributors in order to plan strategically for resource allocation over the long-term. We note that the bays are increasingly popular for recreation and support a significant amount of old coastal infrastructure (seawalls, old jetties and the like) that in many cases is now redundant or requires a major capital upgrade. Nevertheless there is strong community support for retention of these assets which will soon require urgent attention and funding if they are to be retained. Initiatives such as the ‘Beaches at Risk’ investigation will assist in maximising community benefit from other major initiatives – such as channel dredging – through identifying beach renourishment opportunities.

Local communities are involved in a variety of programs which aim to protect the foreshore and marine environment. These include CoastCare, FishCare, Coast Action and EPA’s summer Beach Report.

### Priorities for implementation

In response to your comments we commit to:

- ensuring consistent and coordinated implementation of *Melbourne 2030* and the Victorian Coastal Strategy 2002
- developing water-sensitive urban design (WSUD) guidelines and criteria that apply to single and multi-unit development as well as new subdivisions
- looking at ways of forging effective partnerships between levels of government and other contributors in order to plan strategically for resource allocation over the longer term

We are giving immediate priority to these projects:

- Coast Action / CoastCare
- FishCare
- Beach Report
- Port Phillip Bay Environmental Management Plan
- Strategic Implementation Framework for the Central Coastal Region
- Victorian Stormwater Action Program
- Clean Stormwater Program

## What are the opportunities for development in and around Port Phillip Bay and Western Port?

### Your comments

A number of opportunities or priorities for developments are suggested. These include a proposed new ferry service across Port Phillip Bay, and the creation of a new island (the equivalent of Mud Island off Portsea) in the northern part of Port Phillip Bay to provide for multiple uses, including creation of flora and fauna habitat. Hobsons Bay City Council sees the completion of the coastal trail as a priority, including connecting trails along Skeleton, Laverton and Kororoit Creeks, and asks that councils and the State work together to create a network of nature reserves along creeks, the coast and grasslands. The City of Maribyrnong suggests that DSE and relevant councils investigate the potential for improved boating facilities along the Maribyrnong River and into Port Phillip Bay.

The need to effectively coordinate implementation of the Victorian Coastal Strategy 2002 and strategic planning associated with *Melbourne 2030*, including coastal action plans and foreshore master plans, green wedge

management plans and activity centre structure plans is highlighted. Areas where coordination is particularly important include:

- coastal settlements within green wedges
- activity centres near the coast that may not be next to designated coastal activity nodes
- the relationship between criteria developed for coastal node development and the classification of activity centres
- the relationship between the Victorian Coastal Council's Siting and Design Guidelines for Coastal Structures, and the urban design guidelines listed in Policy 5.1 and the VPPs.

Submitters mention some apparent inconsistencies between *Melbourne 2030* and the Victorian Coastal Strategy 2002. These include:

- the Coastal Strategy identifies Werribee South as a major recreational boating area where a marina development is proposed with supporting on-shore development, including housing and commercial development – this may conflict with Werribee South's location within a green wedge
- *Melbourne 2030* identifies Hastings as a growth area, Principal Activity Centre and, potentially, an enhanced port whereas the Strategy identifies Hastings as a safe harbour for recreational boating, with marina development and active waterfront activities – this may conflict with future industrial and port development. In addition, there may be conflicts between requirements of the Western Port Ramsar Plan and Hastings being identified as a growth and port strengthening area.

### Our response

A number of ferry services already operate on Port Phillip Bay, including the Queenscliff - Sorrento car and passenger ferry and passenger-only ferries that generally operate between Williamstown, Southbank, Docklands and St Kilda. Previous feasibility assessments undertaken by Parks Victoria and the private sector indicate that the long distances, rough water conditions and travel times involved limit financial viability for long-distance services (for example, from Geelong to Melbourne's CBD). A further issue is the impact of boat wash on other users such as shipping and recreational vessels, and on marine ecosystems.

Government policy does not support the creation of islands in Port Phillip Bay for exclusive uses such as residential development. But a proposal for island creation will be entertained if there is a compelling public benefit and it is sustainable. The dumping of dredge spoil for conservation and/or

recreational purposes is being considered within the overall scope of the Environment Effects Statement for the proposed deepening of shipping channels in the bay.

Trail development has recently been the major focus of grants to local councils from Parks Victoria, including completion of missing links and other key components of the Metropolitan Trail Network (see *Melbourne 2030's* Policy 5.7.) Parks Victoria has committed funds to complete the 'missing link' in the Port Phillip Bay trail in Brighton. Parks Victoria has a priority to improve boating facilities along the Maribyrnong River to Port Phillip Bay. However, boat wash is an important issue that needs to be managed.

Proposals for a marina development with a residential component at Werribee South have long-standing bipartisan support and were approved in principle some 10 years ago through a lengthy Government assessment process, including the statutory identification of a marina precinct. The key issue to resolve is the scale of the residential development component.

Historically, Hastings has been planned with potential for major shipping use as well as recreational boating. A large-scale recreational marina is located within the Hastings township. Existing strategic planning for port development goes beyond the area where the marina is located. Any future port development will need to be consistent with requirements of the Ramsar Plan.

We acknowledge the importance of coordination across Government of the various strategic plans related to public and private land in coastal areas. In overall terms, there is good alignment between the priority directions of the relevant strategies; the issue relates more to coordination as detailed implementation plans and local policies for various areas are developed. The creation of DSE as a separate department, after the release of *Melbourne 2030*, will greatly assist the closer integration of planning for public (including coastal areas) and private land. DSE, the Victorian Coastal Council and the Central Coastal Board will work together to ensure integration of the various strategic plans being prepared under the banners of *Melbourne 2030* and the Victorian Coastal Strategy 2002.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring consistency in the implementation of *Melbourne 2030*, the Victorian Coastal Strategy 2002 and the Port Phillip and Western Port Regional Catchment Strategy
- improving boating facilities along the Maribyrnong River

We are giving immediate priority to these projects:

- Mordialloc and Port Melbourne Bay Trail
- Ferguson Pier Reconstruction (Williamstown)
- Gem Pier Upgrade (Williamstown)
- Port Phillip and Western Port Regional Catchment Strategy

# Policy 5.10

Maintain and develop metropolitan Melbourne as a desirable tourist destination

## Level of comment on this policy

- low

## Key messages in submissions

- support for the policy, but the implementation of *Melbourne 2030* needs to complement the aims of the Government's Tourism Industry Strategic Plan in green wedge areas such as the Yarra Valley
- infrastructure support is needed for tourism based on natural heritage assets

## How can we maximise the tourism potential of green wedges while protecting natural and cultural heritage?

### Your comments

The Victorian Tourism Industry Council calls for appropriate infrastructure support to tourism that is based on natural heritage assets, and underlines the importance of responding to projected increases in international and interstate tourists through provision of infrastructure, particularly transport.

RAID recommends highlighting protection for State and local heritage assets.

Questions are raised about potential restrictions on golf course, resort and convention centre development as a result of proposed planning provisions in the green wedges. The Shire of Nillumbik believes *Melbourne 2030* does not recognise the Yarra Valley as a major tourist destination and that some initiatives contained in the draft Implementation Plan 5 – 'Green wedges' may conflict with tourism objectives as expressed in Victoria's Tourism Industry Strategic Plan. The suggestion is that Policy 5.10 be broadened from its focus on metropolitan Melbourne to incorporate tourism objectives for the Yarra Valley.

Hobsons Bay City Council mentions the tourism potential of the Port of Melbourne and the Ferguson Street Pier in Williamstown.

### Our response

Infrastructure provision, such as road development, is based on a wide range of data including the census, traffic counts and projections of future growth in the various indicators. Visitors to Melbourne and Victoria are accounted for in this process.

When *Melbourne 2030* commits to nurture artistic and cultural life, this includes protection of State and local cultural heritage assets.

The new 'core planning provisions' applicable to green wedges will continue to allow golf course and other tourist developments in these areas. Limits placed on associated accommodation and convention facilities are increased from the original proposals outlined in draft Implementation Plan 5 – 'Green wedges'. Policy 5.10 generally supports implementation of the Tourism Industry Strategic Plan, and is not confined to urban aspects. Economic development, including tourism, is an explicit objective for green wedges.

Green wedge management plans will be developed in the context of all relevant Government strategies to ensure consistency with tourism objectives for sensitive areas such as the Yarra Valley.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that planning provisions allow for tourist facilities compatible with green wedge values
- ensuring that green wedge management plans have regard to the Tourism Industry Strategic Plan

We are giving immediate priority to these projects:

- Green Wedge Management Plans

# Direction 6

## A fairer city

### Melbourne 2030 aims to achieve a fairer city by

- planning for a fairer distribution of social and cultural infrastructure, and for better coordination and timing in the delivery of new services in development areas
- highlighting unmet housing needs and allowing them to be better addressed
- ensuring that all communities have access to facilities that are vital for community development and a strong cultural environment

### Feedback from the consultation tells us that

- strong State Government leadership is vital to ensure the tools, mechanisms and resources are available to achieve the increased supply of affordable housing that is critical to success of *Melbourne 2030*
- State Government coordination of the provision of social infrastructure is necessary to ensure that new and existing areas have access to the services and facilities needed to support well-functioning communities
- there is strong support for the provision of required infrastructure and services in new development areas, and support for new management arrangements to ensure delivery of those elements
- a strong cultural environment is important and that additional funding and resources are needed in this area

### In implementing the policies in this Direction we commit to

- ensuring that the definition of affordable housing used within *Melbourne 2030* is clearly understood by all stakeholders, including the community
- establishing clear and consistent roles and responsibilities for all relevant stakeholders in the provision of affordable housing
- working with communities to identifying gaps in social infrastructure and developing action plans to address such gaps
- developing an effective process for coordination of services and infrastructure in new development areas

### **Current projects immediately relevant to implementation of this Direction**

- Housing Affordability Monitoring Program
- Urban Development Program
- Regional Housing Working Groups
- Victorian Affordable Housing Strategy
- Growth Area Planning
- Transit Cities
- Neighbourhood Renewal
- Structure Planning Program for Activity Centres
- Yarra Arts Precinct Integration Project
- Royal Melbourne Showgrounds Redevelopment

### **Draft Implementation Plans relevant to this Direction**

- Growth areas
  - Housing
  - Activity centres
-



# Policy 6.1

Increase the supply of well-located affordable housing

## Level of comment on this policy

- high

## Key messages in submissions

- it is vital to increase the supply of affordable housing
- affordable housing must be available throughout the metropolitan area
- this will require specific measures, especially within activity centres

## What does 'affordable housing' really mean?

### Your comments

Comments on this policy suggest that some submitters are unaware of the definition of 'affordable housing' used within *Melbourne 2030*. Some stakeholders appear to have assumed that the term refers only to direct provision of social and public housing or other forms of direct housing assistance. Some submitters seek information about specific population cohorts to receive such housing assistance, including priorities and eligibility for proposed assistance.

### Our response

*Melbourne 2030* and draft Implementation Plan 3 – 'Housing' define 'affordable housing' as:

'Well-located housing, appropriate to the needs of a given household, where the cost (whether mortgage repayment or rent) is no more than 30 per cent of that household's income. Exceeding the mark places one under 'housing stress', particularly in the lower 40 per cent of the income distribution scale.'

This definition relates to the whole housing market, including public and social housing, private rental and owner-occupied stock. Integral to the definition is the need for affordable housing to be well-located in terms of transport and services. Clearly, trading off accessibility against reduced cost does not accord with the definition.

Particular sectors of the housing market do not operate in isolation even though they have distinct characteristics. A whole-of-market focus is necessary to improve the market's capacity to supply the desired results. *Melbourne 2030* aims to increase the range of housing options available to all households, without households experiencing housing stress.

A clear understanding of *Melbourne 2030's* definition of affordable housing will be established with the community through ongoing communication and liaison, and particularly with relevant stakeholders by means of the proposed regional housing working groups (RHWGs).

### Priorities for implementation

In response to your comments we commit to:

- ensuring that the definition of affordable housing used within *Melbourne 2030* is clearly understood by all stakeholders, including the community

We are giving immediate priority to this project:

- Regional Housing Working Groups

## Will the State Government take the lead in deciding who does what?

### Your comments

Most submitters, especially those from local government, the development industry and others involved in providing housing, strongly believe that an increase in the supply of affordable housing is essential to the success of *Melbourne 2030*. Further, they believe that such an increase will not occur if it is left to market forces, and that reliance on current approaches is not sufficient. And they maintain that the State Government must take the lead to ensure such an increase occurs.

Many submitters note potential tension between achieving a more compact city and increasing the supply of affordable housing. Industry associations such as the UDIA, HIA and the PCA note this tension, as do local councils and community organisations such as VCOSS. They believe that other *Melbourne 2030* policies, especially those to do with the urban growth boundary and activity centres, could have a negative effect on housing affordability, and that additional measures will be needed to balance this.

Submitters emphasise that affordable housing must be well-located in terms of transport and services. Most expect the Government to take the lead in resolving any tension between an increase in the supply of affordable housing and the policies of Direction 1 – ‘A more compact city’.

There are differing opinions about local government’s role in increasing the supply of affordable housing. Some councils do not believe they should be involved, and they ask the Government to confirm this view. However, others want to have direct involvement, and ask for support and resources to increase their capacity to do this.

Submitters feel the State Government should take a clear lead on housing affordability, in areas such as:

- leading the negotiation about clear and consistent roles and responsibilities for all relevant stakeholders
- providing further clarity on definitions of terms used, such as ‘significant proportion of development’
- providing further clarity on mechanisms and resources available to increase the supply
- engaging the Commonwealth Government in developing a better Commonwealth/State response to address a perceived lack of federal action in this area

- ensuring better coordination between the stakeholders involved in provision of affordable housing, including requests for and better dissemination of relevant State Government actions such as the Office of Housing’s investment program.

### Our response

The housing market in Victoria is complex. Sectors of the market involve different stakeholders and are subject to specific internal and external factors. The role of the Commonwealth Government is particularly significant and has an impact on all sectors of the market, including:

- the owner-occupied sector through economic policy and schemes such as the First Home Owners Grant
- the private rental sector through policies such as negative gearing and direct subsidy such as rent assistance
- the social housing sector through funding vehicles such as the Commonwealth State Housing Agreement (CSHA).

While Commonwealth policy can be influenced, through negotiation and advocacy, the State Government cannot control final policy decisions nor their impacts on the housing market. The State Government therefore seeks to achieve the best possible housing outcomes in Victoria, within the Commonwealth policy settings.

*Melbourne 2030* is an integrated land use and transport strategy, rather than a direct housing assistance plan. As such, its main focus is ensuring land use and transport planning that enables the housing market to provide a range of affordable housing options throughout the metropolitan area. Maintaining a competitive housing market is the foundation to achieving this. Therefore, elements of *Melbourne 2030* seek to ensure the ongoing competitiveness of Melbourne’s housing market and to minimise tensions between the objectives of Direction 1 – ‘A more compact city’ and the goal of increasing the supply of affordable housing. It will do this through actions such as ensuring adequate land supply, improving planning in growth areas, and facilitating higher density development in strategic locations (see Initiatives 2.2.1, 2.2.3, 1.3.1 and 1.3.4). Detailed discussion of proposed actions to achieve these results is contained in analysis of draft Implementation Plans 2, 3 and 4 – ‘Growth areas’, ‘Housing’ and ‘Activity centres’.

However, we acknowledge that specific mechanisms are required to increase the range of available housing options in some instances where there is a shortage of affordable housing. Existing programs and mechanisms to ensure this are not likely to produce a significant

increase in supply. Policy 6.1 provides a specific State Government commitment to leading the investigation of a broader range of mechanisms to address the issue of housing affordability throughout metropolitan Melbourne.

The public and community housing sector is a relatively small part of the housing market, but it plays a significant role in providing affordable housing options for the community. Within CSHA funding and other budget constraints, the State Government is seeking to ensure that the sector better meets the needs of existing and future clients. Work is under way to redevelop and renew existing public housing stock to achieve this, through programs such as Neighbourhood Renewal. The Victorian Affordable Housing Strategy is being developed, and will include the establishment of affordable housing associations. These will have an important role in facilitating innovative and flexible responses to affordable housing needs. The State Government is working with the Commonwealth and other state jurisdictions to explore private sector funding options through the development of a national initiative on affordable housing.

While increasing the supply of affordable housing is critical to successful implementation of *Melbourne 2030*, the outcomes of this policy cannot be achieved by the State Government alone. Cooperation and coordination will be needed among all stakeholders in the housing market. *Melbourne 2030* commits the Government to leading the negotiation for clear, consistent roles and responsibilities for all relevant stakeholders.

The State Government has acted to alleviate pressure in the housing market by:

- promoting growth in the regions, encouraging people and investment to move to areas of greater housing affordability outside the metropolitan area
- ensuring adequate land supply in the metropolitan area
- providing stamp duty concessions to purchasers of lower-priced housing and for off-the-plan purchases
- expanding the supply of social housing by committing \$174 million over and above Commonwealth State Housing Agreement obligations between 1999 and 2007
- cutting red tape in the development process
- boosting efficiency in the real estate market by outlawing dummy bidding
- doubling spending on vital infrastructure to support strong population growth and drive productivity across the State.

The State Government has also called on the Commonwealth to immediately introduce a range of measures to encourage regional development and to tackle the issue of housing affordability.

Local government is an especially important stakeholder. Some councils are already pursuing opportunities to increase the supply of affordable housing, while others report that they lack the mechanisms that would allow them to do so. *Melbourne 2030* commits to investigating better mechanisms and providing clear guidance about the roles and responsibilities of State and local government (see Policy 9.4, especially Initiative 9.4.3).

Submitters are overwhelmingly supportive of this policy and, therefore, no change to it is needed. However, while they agree with the policy objective there is much comment regarding the actions and initiatives to achieve it. Detailed discussion of these comments is contained in analysis of draft Implementation Plan 3 – ‘Housing’, including action to:

- monitor housing supply and demand and/or lack of affordable housing
- investigate effective mechanisms to increase the supply of affordable housing
- involve and coordinate the work of all relevant stakeholders.

#### **Priorities for implementation**

In response to your comments we commit to:

- pursuing policies that enhance the competitiveness of Melbourne’s housing market
- working with the Commonwealth and other state jurisdictions to explore private sector funding options through the development of a national initiative on affordable housing
- establishing clear and consistent roles and responsibilities for all relevant stakeholders in the provision of affordable housing

We are giving immediate priority to these projects:

- Housing Affordability Monitoring Program
- Urban Development Program
- Regional Housing Working Groups
- Victorian Affordable Housing Strategy
- Growth Area Planning
- Transit Cities
- Neighbourhood Renewal

## How will we achieve more and better affordable housing for all groups in the community?

### Your comments

Submitters suggest a range of mechanisms and tools but expect that the State Government will provide the necessary commitment, resourcing and support. Many councils say they require additional resources and mechanisms, while the development industry, according to the UDIA, is clearly unwilling 'to accept the position where costs are foisted upon it as the last rung of the development ladder in the view that it[t] as the "profit maker" can absorb maximum costs'.

Many submissions, especially from local government, discuss in detail the ways in which the planning system could support increased supply of affordable housing, and instances where councils have difficulty retaining existing affordable housing stock. Community opposition to development of public or community housing projects is highlighted as a barrier by councils and community organisations.

Many submitters, especially councils, also call for the establishment of benchmarks and targets, in some cases asking that the benchmark ensures that the growth of affordable housing stock matches the growth in housing stock generally. A number of submissions, particularly those from industry associations such as the RAIA and the PCA, suggest using non-statutory mechanisms, such as maximising the potential to support affordable housing within existing government programs and capital investment, and leveraging private investment.

Some feel that *Melbourne 2030* should address housing needs for particular groups within the community, such as aged care and people with disabilities.

### Our response

There is support for the objectives of this policy but submitters seek detailed information on achieving them. *Melbourne 2030* commits to investigating a broader range of mechanisms to enable an increase in the supply of affordable housing through metropolitan Melbourne. As part of this we will look at suggestions about establishing benchmarks and targets, the capacity of the planning system to support the retention of existing affordable housing stock and provision of new stock, and non-statutory tools such as those put forward by the RAIA. See also draft Implementation Plan 2 – 'Housing' (especially Action 2).

Ensuring that a range of dwelling types is available to meet the needs of a diverse community is a separate issue to ensuring housing affordability, even though these issues can overlap. This range may include, but is not limited to, dwelling types appropriate for one-person and two-person households, the aged, or people with disabilities. Ensuring an appropriate range of dwellings will be addressed through the work of the RHWGs and through development and implementation of local housing strategies. The development of such strategies is an initiative under Policy 1.3 and is discussed in greater detail within Action 1 of draft Implementation Plan 3 – 'Housing'.

#### Priorities for implementation

In response to your comments we commit to:

- investigating a range of mechanisms for increased supply of affordable housing, including those suggested by submitters, such as benchmarks or targets, the capacity of the planning system to support the retention of existing housing stock, and other non-statutory means

We are giving immediate priority to this project:

- Regional Housing Working Groups
- Victorian Affordable Housing Strategy

# Policy 6.2

Plan for a more equitable distribution of social infrastructure

## Level of comment on this policy

- medium

## Key messages in submissions

- broad agreement on the importance of social infrastructure
  - the provision of social infrastructure must be well coordinated
- 

## Do we have enough social infrastructure?

### Your comments

Submitters support this policy, expressing the importance of ensuring adequate social infrastructure in all areas so that communities function well. But some, particularly local councils, feel that *Melbourne 2030's* initiatives under this policy focus on newly developed areas to the exclusion of existing areas.

A number argue that social infrastructure may become deficient in some areas as a result of rapid growth and change. The City of Manningham suggests monitoring to ensure that social infrastructure continues to meet needs in existing areas.

Some councils ask for State Government support to achieve the objectives of this policy, especially by contributing infrastructure and ensuring that Government services are provided in agreed locations, such as activity centres.

The City of Bayside sees tension between ensuring equitable provision of social infrastructure and the potentially strict application of activity centre policy. Bayside Council is also concerned about the capacity to consolidate and expand existing 'clusters' of social infrastructure that are not located in activity centres or close to public transport, if out-of-centre controls are tightly applied.

### Our response

Ensuring that social infrastructure across metropolitan Melbourne, including established areas, is appropriate and adequate for the relevant population is an important element of *Melbourne 2030*.

Policy 6.2 gives a commitment to identify and progressively improve the distribution of social and cultural infrastructure in under-endowed areas. This applies to established and newly developed areas and pays particular attention to redressing past inequalities in access to social

infrastructure. The initiatives to achieve this policy relate to the entire metropolitan area, with the exception of Initiative 6.2.2. This initiative relates to the outer suburbs but is not restricted to newly developed areas. Access to social infrastructure will be monitored, assessing the appropriateness and adequacy of social infrastructure throughout metropolitan Melbourne. Policy 6.3 addresses the provision of services and infrastructure particularly for new development areas.

*Melbourne 2030* advocates locating social infrastructure in and around the network of activity centres, with good access to transport, so that those services are accessible to the needs of differing local communities. Centres within the network vary in size, scale and function, providing appropriate locations for different types of social infrastructure. Local councils will be consulted during the development of out-of-centre policy. Concerns such as those raised by Bayside can be addressed within that process.

### Priorities for implementation

In response to your comments we commit to:

- monitoring the appropriateness and adequacy of social infrastructure across the metropolitan area

## Who coordinates the planning for social infrastructure?

### Your comments

The State Government has responsibility for coordinating infrastructure provision across the metropolitan area, according to a number of submitters, particularly local government and housing industry associations. Many believe this will be best achieved through developing a detailed implementation plan that outlines the timing and resources available. They highlight the need to take a holistic approach to provision of social infrastructure, with links between urban planning, wellbeing and health outcomes.

Many submitters, including councils and community organisations such as VCOSS, feel the provision of open space must be considered in the context of social infrastructure. They stress that access to open space makes a significant contribution to social cohesion and the health and wellbeing of the community. They say it is becoming more essential in the context of higher density development where many more dwellings have little or no private open space.

### Our response

The OECD's *Territorial Review of Melbourne*, which was released in October 2003, emphasises the important role that access to social and economic infrastructure and opportunities plays in relation to liveability. A key aspect of *Melbourne 2030* is the Government's commitment to improving access to services, across the whole of metropolitan Melbourne.

Detailed implementation planning will be undertaken to coordinate the provision of social infrastructure. Funding for shorter term initiatives is subject to assessment and prioritisation through normal State Government budgeting processes. *Melbourne 2030* provides a framework to guide all Government infrastructure investment, ensuring this is consistent with its objectives. The development of action plans will provide a basis for future Commonwealth, State and local government funding and investment decisions, within annual budget cycles. Coordination of social infrastructure provision in growth areas will be addressed through the Growth Area Plan developed by the relevant Smart Growth Committee (see draft Implementation Plan 2 – 'Growth areas').

We acknowledge the important role of open space in terms of social infrastructure. Detailed discussion on this is provided in Policy 5.6.

#### Priorities for implementation

In response to your comments we commit to:

- working with communities to identifying gaps in social infrastructure and developing action plans to address such gaps
- ensuring that growth area planning addresses the coordination of social infrastructure provision
- recognising the role of open space as part of social infrastructure

We are giving immediate priority to this project:

- Growth Area Planning

## Is more support needed for local services?

### Your comments

Necessary services such as health care, shopping and recreation opportunities must be accessible to local residents. Many submitters, including local councils and community organisations, stress the importance of this. There are many specific requests for more facilities for childcare, primary health services (including mental health services), libraries, sports, neighbourhood houses and youth clubs.

Community organisations and local government are among those to comment on community transport, noting the important role it can play for all residents, but especially those who are younger or older. The City of Maribyrnong suggests that Initiative 6.2.3 should read 'Work with local government and other organisations to improve the provision of community transport services within an overall policy framework that aims to give greater mobility to all people including those unable to use public transport.'

### Our response

Requests for particular services are beyond the scope of *Melbourne 2030*, and will be referred to the relevant government department for further consideration within the context of relevant strategic planning for that service.

*Melbourne 2030* provides a strategic framework to guide the infrastructure investments of all government departments, ensuring their actions are consistent with its objectives.

We acknowledge the vital link community transport can provide to local services and facilities and to other forms of public transport. Ways of working with local government to improve community transport for the wider community, including those unable to use public transport, will be investigated as part of the implementation program.

#### Priorities for implementation

In response to your comments we commit to:

- working with local government to investigate ways of improving community transport for the wider community

# Policy 6.3

Improve the coordination and timing of the installation of services and infrastructure in new development areas

## Level of comment on this policy

- low

## Key messages in submissions

- provide resources for the required infrastructure and services
  - create suitable management arrangements for delivering services and infrastructure
- 

## Can we afford the infrastructure and services that we need?

### Your comments

Many submitters raise the issue of resources to support this policy. The PCA wonders if the policy will influence the Government's budgeting system. The City of Whittlesea calls for a commitment to resource the well-established needs for social and community infrastructure in the growth areas based on a strategic, planned approach to human service provision. The City of Darebin wants the Government to adhere to its own policy and fund rail extensions in Whittlesea.

Other submitters are concerned about the ability to provide services cost-effectively. The Catholic Archdiocese of Melbourne finds it hard to plan for new school sites as, unlike government schools, it cannot reserve land using the Public Use Zone. Locating schools closer to public transport, where the price of land is usually higher, is also difficult.

### Our response

We acknowledge there are challenges in implementing the policy but we believe that the process of planning and coordination will provide a sound basis for seeking appropriate budget allocations.

The Committees for Smart Growth will work to ensure that non-government agencies and organisations will be involved in the planning of the growth areas, and ultimately, will be able to provide services cost-effectively.

It will be important to ensure that resourcing issues are addressed in the review of growth area plans.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that non-government agencies are involved in the planning of growth areas
- ensuring that resourcing issues are addressed in the review of growth area plans

We are giving immediate priority to this project:

- Growth Area Planning

## Will the delivery of services and infrastructure be improved?

### Your comments

Arrangements for the coordinated delivery of services and infrastructure to new areas could be improved, according to most submitters. Manningham City Council suggests that the policy should extend to all areas, not only new ones.

The PCA submits that Initiatives 6.3.2 – 6.3.6 are essential metropolitan planning functions, and their listing as initiatives suggests a lack of an effective structure to bring about implementation. It is unsure which government department is in charge of the process. Manningham City Council endorses all the initiatives and asks that Initiative 6.3.3 be expanded to include government schools.



## Our response

We believe that the Committees for Smart Growth established as a result of Initiative 6.3.1, and elaborated in draft Implementation Plan 2 – ‘Growth areas’ will provide an effective process for coordination of services and infrastructure in new development areas.

The policy will also be applied in activity centre development. Already the Transit Cities Program is creating new coordination mechanisms for those centres with a strong place management emphasis. For other activity centres structure planning will provide a way in which to coordinate the delivery of services and infrastructure. The powers of VicUrban could be used to assist in delivering on activity centre policy where land acquisition and consolidation is a substantial impediment to investment.

In addition, the Government and the MAV are investigating a range of partnership arrangements for use at different activity centres, including development of a possible partnership models guide.

Initiative 6.3.3 is not limited to private schools but makes reference to experimental joint use of facilities by private schools and local government as a model to build upon. This could be made clear when the initiative is implemented.

### Priorities for implementation

In response to your comments we commit to:

- developing an effective process for coordination of services and infrastructure in new development areas
- developing a partnership models guide for the implementation of activity centres policy
- using VicUrban to help deliver activity centre policy where land acquisition and consolidation is a substantial impediment to investment

We are giving immediate priority to these projects:

- Growth Area Planning
- Structure Planning Program for Activity Centres
- Transit Cities

# Policy 6.4

Develop a strong cultural environment and increase access to arts, recreation and other cultural facilities

## Level of comment on this policy

- low

## Key messages in submissions

- support for the policy and confirmation of its importance
  - funding and resourcing issues related to implementation
- 

## How can we use *Melbourne 2030* to develop a stronger and more accessible cultural environment?

### Your comments

Issues of resourcing and funding concern a number of submitters. Glen Eira City Council comments that there should be a requirement for public art in all major developments; the City of Moreland believes this could be included in urban design guidelines. Some submitters feel the State Government should provide adequate resourcing and other incentives for public art. The City of Maribyrnong suggests that resources are needed to provide art in all projects and along with others, wants the Government to fund coordinated cultural auditing and planning.

Knox City Council suggests that the Government should work with local government to fund arts facilities through the Community Support Fund. The Council also suggests that a "percent for art" scheme (that requires developers to provide a set percentage of development costs to fund public art) could be included in the Activity Centre Implementation Plan.

The City of Manningham wants it recognised that this policy should aim to 'facilitate development of a strong cultural environment...' as it cannot be externally engineered. Manningham also emphasises that this is not just about providing facilities. Artistic and community values should be integrated at a project's planning and design phase, rather than at its implementation or end phase.

A few submitters emphasise the potential of arts and culture as community building tools.

### Our response

Considerable funding is already allocated to a range of programs and initiatives in this area, such as the Festivals Program and the Arts and Professional Development Program. Additional funds were committed in the 2003-4 State Budget including \$127.6 million for arts and cultural projects and \$10.4 million in capital funding. This funding will contribute to programs such as:

- the promotion of partnership between the community, the arts and other industries
- increasing access to Victoria's cultural facilities and collections, including regional galleries and museums
- broadening access to collections and programs at Museum Victoria
- enhancing facilities at the Victorian Arts Centre to ensure the best possible access for visitors and artists.

We will be pursuing the Yarra Precinct Arts Integration Project and the Royal Melbourne Showgrounds redevelopment as short term priorities.

We agree that this policy and initiatives should facilitate a strong cultural environment and that this is about more than facilities alone.

Urban design guidelines will include encouragement of public art in major projects but it is not appropriate to require public art in all major projects.

We agree that cultural aspects should be considered at the start of the planning phase of a project. This is supported by the place management approach outlined in Policy 9.5.

**Priorities for implementation**

In response to your comments we commit to:

- investigating the inclusion of requirements for public art in major projects within the urban design guidelines
- helping people understand that achieving a cultural environment involves more than facilities alone
- developing urban design guidelines for incorporation in the planning system that encourage public art in major projects
- developing a public art policy

We are giving immediate priority to these projects:

- Yarra Arts Precinct Integration Project
- Royal Melbourne Showgrounds Redevelopment



# Direction 7

## A greener city

### Melbourne 2030 aims to achieve a greener city by

- a commitment to reducing resource use and waste generation, and to creating an environmentally sustainable path for future growth and development in metropolitan Melbourne and the surrounding region
- recognition of the need to manage our urban systems in a way that minimises impacts on the environment
- reduction of greenhouse gas emissions and promotion of measures to improve air quality
- working to reduce the negative impact of stormwater on waterways and bays

### Feedback from the consultation tells us that

- you strongly support sustainable water, energy and waste management practices but there are considerable differences of opinion, particularly with water use, on how to meet competing and growing demands for these resources
- you would like to see new approaches to managing our use of natural resources by expanding the scope of implementation to include a more holistic, sustainable approach rather than focusing on a single issue, such as residential energy rating schemes
- there is a need for improved incentives, education and training to promote environmentally sustainable practices
- there is a good reception for proposed schemes for reporting and monitoring of environmental performance - these could serve as models for others

### In implementing the policies in this Direction we commit to

- vigorously pursuing water recycling and conservation targets for Melbourne, to reduce the demands on potable supplies and forestall the need for a new dam
- working with industry and households to reduce wastage of water
- developing water-sensitive urban design (WSUD) guidelines and criteria that apply to single and multi-unit development as well as new subdivisions, and broadening their scope to consider rainwater and stormwater management, recycled effluent and greywater systems
- through the Towards Zero Waste Strategy, setting firm targets and implementing programs to reduce the amount of waste generated, and increase the reuse and recycling of all forms of solid waste
- pursuing a continual reduction in emissions from all sources through implementation of the State Environment Protection Policy (Air Quality Management)
- ensuring that growth area plans and green wedge management plans take full account of the need to protect native vegetation consistent with regional strategies and plans
- development of a whole-of-Government framework to guide sustainability policies and programs and best practice environmental management practices across Government

### **Current projects immediately relevant to implementation of this Direction**

- Securing our Water Future
- Water Management Plans for top 200 industrial water users
- WaterSmart Melbourne
- 5 Star rating for residential homes
- Western Treatment Plant Upgrade
- Sustainable Neighbourhoods Project
- Sustainability in the Built Environment
- Towards Zero Waste Strategy
- Sustainability Covenants
- Renewable Energy Strategy
- Victorian Stormwater Action Program
- Clean Stormwater Program
- Growth Area Planning
- Green Wedge Management Plans
- Activity Centre Design Guidelines
- ResCode+ (four storeys and above)
- Sewerage Backlog Program
- Renewed Port Phillip and Western Port Regional Catchment Strategy
- Salinity and Acid-Sulfate Soil Mapping Program
- Structure Planning Program for Activity Centres
- TravelSMART
- Draft Industrial Waste Management Policy (Solid Fuel Heating)
- Native Vegetation Management Framework Implementation
- Yarra and Maribyrnong Valley Strategic Plans
- Ecological Footprint Program

### **Draft Implementation Plans relevant to this Direction**

- Green wedges
-

# Policy 7.1

Ensure that water resources are managed in a sustainable way

## Level of comment on this policy

- high

## Key messages in submissions

- strong support for sustainable water management, but differing opinion on efficient management of water resources as the population grows
- 

## Will there be enough water for a growing population?

### Your comments

All submitters strongly support the wise use of Melbourne's water supply, but there are fears that population increases in the next 30 years will place significant additional pressure on our water supply catchments, rivers and groundwater. Many believe Victoria's below-average rainfall over the past seven years should be seen as a wake-up call for incorporating more stringent and permanent water saving measures into all new development.

Many also make suggestions on how to satisfy increased demands for water. These range from potential locations for new dams through to demand management to avoid the need for new dams. Submitters ask that the water industry and government make more effort to provide the community with information, education and training on water reuse, recycling and alternative supplies (such as rainwater tanks).

They also mention the vulnerability of water supply catchments and the need for Government action to mitigate potential threats arising from detrimental land use practices and potential disasters, such as bushfires. A number of submissions call for an end to logging in the Thomson water supply catchment.

Water management issues in growth areas and in nearby towns are an ongoing concern for local councils on the rural fringe. In particular there is seen to be poor coordination between catchment management authorities (CMAs), councils and water authorities and also a lack of long-term strategic planning by some water authorities. Submitters note that there are 16 metropolitan fringe councils, eight water authorities and six catchment management authorities, with a failure in some cases to operate in an inclusive manner. It is also noted that towns close to Melbourne do not enjoy metropolitan Melbourne's level of access to

water, and that access to water and wastewater infrastructure is a key driver for stimulating urban growth in some fringe areas despite limited progress in addressing the sewerage backlog in other fringe areas.

In terms of managing water supply, Moreland City Council considers that the State Government is best placed to plan for water conservation as a result of the system being in public ownership.

There is substantial support for greater use of non-traditional supplies of water in Melbourne such as rainwater tanks, with most submitters suggesting this harvested water be put towards non-potable uses such as toilet flushing. Differences in opinion centre on whether such alternative supplies should be mandatory and whether councils should be given greater capacity to require rainwater and greywater tanks in new residential developments.

Some sections of the community appear uncertain how to contribute towards achieving facilities like these at household level. One submitter states: 'I am unclear on what I can do about water resources degradation...but I feel overwhelmed by the systems and expenses I would need to navigate in order to take such initiatives.'

A number of local councils feel that water-sensitive urban design (WSUD) would help meet the water needs of the growing population but they question the suitability of specific elements of WSUD for their municipalities.

### Our response

*Melbourne 2030's* Policy 7.1 and submissions on this policy generally agree that land use has the most profound impact on water supply, quality and the environment. Nevertheless, we recognise that further work is required to meet the growing and competing demands on our limited water supply. In response to demands on potable water supplies, the State Government has set water recycling and water conservation targets for Melbourne. These start with the

target of a 20 per cent recycling of 'waste' water by 2010 and a reduction in drinking water per capita of 15 per cent, also by 2010. 'Class A' recycled water, for example, will be suitable for households to use for toilet flushing and garden watering. The implementation of *Melbourne 2030* will focus on these targets through the planned upgrade of the Western Treatment Plant and potentially the Eastern Treatment Plant as well.

The Government is addressing the current drought in Victoria and the need for more stringent water saving measures through comprehensive water resources and recycling strategies – rather than, as in the past, by announcing new dams (such as Cardinia Reservoir promised in 1967-68 and the Thomson scheme in 1972-73 and committed to be brought forward in the 1987 drought). The Government is currently developing a full response to the Water Resources Strategy for the Melbourne area: WaterSmart Melbourne.

A number of key initiatives have been announced since the release of *Melbourne 2030*. These will address many of the issues raised on future demand for water. DSE is coordinating a water industry review, the first step being release in August 2003 of a Green Paper: Securing our Water Future, for public comment. This sets a sustainable water agenda for rural and city use of all forms of water supply.

The contribution of land use planning and the urban use of water are high priority topics in this review, which also addresses water catchment practices such as logging, rural water use including irrigation and environmental flows. The need for continued access to water for fire suppression purposes will be taken into account.

In addition to introducing new permanent water-saving measures for Melbourne this summer, the Government will help Melbourne's top 200 industrial water users to develop water management plans, and will help individuals and households to reduce water wastage.

In addition, the Premier has recently announced energy and water efficiency initiatives to be incorporated into all new homes. From July 2005 all new homes will need to be 5 Star energy efficient and include major water savings devices such as AAA rated taps and fittings, water tanks or solar hot water systems. These new water regulations will save an average of 60,000 litres per household per annum.

In May 2003 Australia's Environment and Heritage Ministers agreed to develop a national mandatory water efficiency labelling scheme. This proposed scheme will allow households to cut water use by using efficiency standards similar to the national energy labelling program.

It will cover showerheads, washing machines, dishwashers and toilets.

The Government has also approved a new State Environment Protection Policy, or SEPP (Waters of Victoria) that will require businesses, industry and water authorities to cut water consumption and increase reuse and recycling. EPA will review all licences for water discharges to achieve this aim.

Calls for better advice on reducing the demands on water supply catchments could be partly addressed through the preparation of WSUD guidelines. These should address the management of urban stormwater and include planning for reclaimed water (such as 'third-pipe' systems for urban areas) and water-efficient landscaping.

#### **Priorities for implementation**

In response to your comments we commit to:

- vigorously pursuing water recycling and conservation targets for Melbourne to reduce the demands on potable supplies and forestall the need for a new dam
- working with industry and households to reduce wastage of water
- finalising the water industry review: Securing our Water Future to set directions to achieve sustainable water resource management across the state
- developing permanent water saving measures for Melbourne
- pursuing a national mandatory water efficiency labelling scheme
- implementation of SEPP (Waters of Victoria)

We are giving immediate priority to these projects:

- Securing our Water Future
- Water Management Plans for the top 200 industrial water users
- WaterSmart Melbourne
- 5 Star rating for residential homes
- Western Treatment Plant Upgrade



## Should we have water saving targets for planning and building?

### Your comments

A wide range of submitters seek additional planning policies and statutory controls on new developments to take advantage of available water conservation products and services. Some metropolitan councils want *Melbourne 2030* to go further in requiring new development to demonstrate WSUD. The cities of Darebin, Knox, and Stonnington say sustainable water practices should be mandatory in new developments, and should include clear targets backed up by enforceable measures in planning schemes. Banyule City Council underlines the need for water efficiency practices for new and refurbished buildings under the Building Act and Building Code of Australia.

The City of Moreland wants councils to have a greater capacity to require rainwater and greywater recycling as part of residential development. The City of Knox thinks a code of practice for domestic greywater systems is required.

Other submitters say alternative sources of water (such as rainwater tanks and greywater systems) should be encouraged, then when there is broad community acceptance they will become standard practice in building new homes. The Metropolitan Environment Forum of local government feels that sustainable design and construction should be mandatory for new development. The Municipal Association of Victoria (MAV) considers there is a need for specific statutory requirements in planning schemes for use of alternative water sources.

### Our response

Water is one of many critical natural resource issues impinging on sustainable urban growth. But it would be counterproductive to focus on mandatory measures for water without considering the implications of this approach for reducing energy use and greenhouse gas emissions, waste avoidance and human health and the environment.

Clearly local councils feel that encouragement of aspects of WSUD, such as greywater recycling and rainwater tanks, may rely on the goodwill of individuals because WSUD does not achieve a broad enough result for responsible planning authorities to require this approach consistently. The consideration of how to apply WSUD in the context of sustainable built form will be addressed in part through a review of the building sustainability aspects under building regulations and the Building Code of Australia. Traditionally, WSUD has applied principally to stormwater management, however, as

foreshadowed in the recently released Green Paper, the concept will be broadened to consider the whole water cycle, in order to ensure an integrated approach to wastewater, greywater, stormwater and rainwater reuse and recycling.

DSE is coordinating two important projects relating to the planning and building systems with implications for sustainable water resource management. The Sustainable Neighbourhoods Project will develop new residential subdivision provisions in the Victoria Planning Provisions (VPPs). The Sustainability in the Built Environment project will examine a range of water, energy and other natural resource implications of planning and building approvals for all forms of development (see Policies 5.5 and 7.8 for further discussion).

In anticipation of the Government's water conservation agenda, many land subdividers are planning for new water saving technology. In the development sector it is now broadly accepted that grey water reticulation through a 'third pipe' will be the standard for new land subdivisions in the near future.

The recently released Green Paper: Securing Our Water Future, provides the best forum to advance the water design and urban water cycle issues, including calls for specific codes of practice on greywater or using roof rainwater (refer also to the discussion under Policy 7.4 on reducing the impact of stormwater).

### Priorities for implementation

In response to your comments we commit to:

- developing water-sensitive urban design (WSUD) guidelines and criteria that apply to single and multi-unit development as well as new subdivisions, and broadening their scope to consider rainwater and stormwater management, recycled effluent and greywater systems

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- 5 Star rating for residential homes
- Sustainability in the Built Environment
- Securing Our Water Future

# Policy 7.2

Reduce the amount of waste generated and encourage increased reuse and recycling of waste materials

## Level of comment on this policy

- medium

## Key messages in submissions

- high support for the policy, with calls for improved education and incentives for waste avoidance, in particular packaging and plastic bags
  - waste minimisation standards for all new developments should be established within the planning and building approvals systems
- 

## How can we reduce waste, improve recycling and set targets?

### Your comments

Improved education programs backed up by incentives will be needed to achieve higher waste reuse or recycling, according to a substantial proportion of submitters. Glen Eira City Council suggests the need for market expansion to take up products with a component of reuse and recycling. The City of Port Phillip believes there is a strong role for local government to promote waste minimisation and the City of Moreland considers that a waste minimisation plan should be required as part of planning or building approvals. The City of Yarra says this policy and associated initiatives add nothing to what is already covered in council and regional waste management plans, and that additional government action is required, such as introducing a levy on plastic bags.

The Australian Greens emphasises the importance of setting aggressive targets enshrined in legislation. The local government Metropolitan Environment Forum says Policy 7.2 largely ignores consumption.

The cities of Glen Eira and Hobsons Bay want mandatory product stewardship to be introduced by the State Government.

### Our response

A comprehensive waste strategy for Victoria will provide the most appropriate means of addressing concerns from submitters that government, industry and the community in general are not doing enough to avoid generating unnecessary and 'problem' wastes. The proposed Towards Zero Waste strategy, currently being prepared by EcoRecycle Victoria,

will tackle all forms of solid waste generated in the urban environment and set a 10-year horizon for achieving targets and action up to 2013. The strategy will approach waste reduction in industry by encouraging voluntary product stewardship supported by appropriate assertive tools, including sustainability covenants.

We agree that programs aimed at consumption patterns as well as waste avoidance are essential to implementing this policy. In terms of the sustainable use of natural resources (water, energy, timbers and so on), these matters are also critical to waste avoidance and will be covered in part by the review of the Victoria Planning Provisions Clause 56 (subdivision provisions) through the Sustainable Neighbourhoods Project. As discussed under Policy 7.8, it is also proposed to develop a range of assessment tools and guidelines as part of the Sustainability in the Built Environment project.

Sustainability covenants are voluntary agreements through which EPA Victoria and a company, group of companies or an industry sector can explore new commercial opportunities by using creative ways of reducing the environmental impact of their products and services. Sustainability covenants engender a holistic approach to the management of our environment that considers the impacts of products and services through their entire life cycle, from production right through to use and disposal. The environmental benefit achieved through sustainability covenants will therefore be far reaching, extending beyond the site of a company's operations.

The Sustainability Fund has been established under the Environment Protection Act 1970 through amendments introduced by the Environment Protection (Resource Efficiency) Act 2002. The Fund will use a portion of landfill

levies to foster the environmentally sustainable use of resources and best practices in waste management.

In relation to plastic bags, the State Government has called for a national levy on plastic shopping bags if major retailers fail to meet this challenge. The Government notes that in Ireland introduction of a levy has resulted in a 90 per cent reduction in plastic bag use. Funds raised through the levy could be directed to environmental programs. A nationally coordinated approach to mandatory measures will be discussed further at a meeting of Australia's Environment and Heritage Ministers this year.

#### **Priorities for implementation**

In response to your comments we commit to:

- setting firm targets and implementing programs to reduce the amount of waste generated, and increase the reuse and recycling of all forms of solid waste
- pressing for a national levy on plastic shopping bags

We are giving immediate priority to these projects:

- Towards Zero Waste Strategy
- Sustainable Neighbourhoods Project
- Sustainability Covenants
- Sustainability in the Built Environment

## **Where should waste management facilities be sited?**

### **Your comments**

The City of Whitehorse considers there should be greater attention to local recycling facilities but notes the aversion of residents when facilities like these are located near residential areas. Siting decisions that aim to avoid community disquiet have forced such facilities to fringe areas, resulting in greater energy and transport costs.

### **Our response**

DSE will work closely with EcoRecycle Victoria to integrate aspects of the Towards Zero Waste strategy within the planning and building approvals systems. A practice note will be developed to ensure that waste management facilities are appropriately located with suitable buffers, and to ensure consistency of planning decisions with regional waste management plans.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that waste treatment facilities meet world's best practice standards and are sited appropriately

We are giving immediate priority to this project:

- Towards Zero Waste Strategy

# Policy 7.3

Contribute to national and international efforts to reduce energy usage and greenhouse gas emissions

## Level of comment on this policy

- medium

## Key messages in submissions

- wide support for energy efficiency to reduce greenhouse gas emissions, but differences of opinion as to how this can be achieved
  - strong and widely varying reaction to the introduction of a new 5 Star energy efficiency rating
- 

## What is the reaction to the mandatory energy efficiency rating?

### Your comments

Most submitter comments on the mandatory energy rating for residential development, to be introduced by July 2005, are summarised in four themes:

#### Scope

- energy ratings should apply to all buildings and all developments including renovations and extensions, and commercial and industrial buildings

#### Level of standard

- some say 5 Star energy efficiency does not go far enough and planning should aim for higher energy efficiency, while others believe the mandatory 5 Star rating is too onerous and expensive for very little reduction in greenhouse gas emissions

#### Sustainable design

- building design should cover not just heating and cooling, but a building's overall sustainability, including methods of construction, components of materials, level of innovative design and installation of appliances and operation

#### Government support

- requests for incentives, consumer advice and information and training (for local government) on achieving the 5 Star rating system.

The PCA notes the overlap between planning and building-related functions of government and *Melbourne 2030*. The PCA submits that the introduction of 5 Star energy ratings for new residential buildings is not a planning control

issue and that this rating is being introduced into the Building Code of Australia to ensure that an effective minimum standard is set. The PCA supports measures to encourage people to go beyond these minimum standards.

Many metropolitan councils have a differing view on the role of planning and what constitutes an appropriate level of energy standard for new building developments. The cities of Darebin, Knox, Manningham, Maribyrnong, Melbourne, Moreland, Port Phillip and Stonnington and the Shire of Nillumbik support the mandatory introduction of a 5 Star energy rating. However, the cities of Melbourne and Moreland consider that this level should be seen as a minimum. They believe a home energy rating system that extends above this level is required and should be adopted in planning decisions. The City of Yarra suggests subsidies to local government to reflect the cost of waiving of planning permit applications for eight star developments.

The Australian Greens (Victoria) supports increased and possibly mandatory requirements for solar hot water, energy efficiency standards relating to building siting and design, and improved appliance standards. The Greens also recommend assessment criteria that reflect a goal of self-sufficiency in heating and cooling, and mandatory provision of gas to all new developments where gas infrastructure is available. The PIA says energy conservation policies should go beyond encouragement of green energy and extend to energy conservation, and also recommends applying the 5 Star rating to multi-unit development, commercial and industrial buildings.

The Astronomical Society of Victoria submits that more attention should be paid to light pollution and urban sky glow, a significant problem for astronomers. About 2.5 per cent of electricity production is used for night lighting and 30 per cent of this ends up in the night sky.

The Society suggests that the use of cut-off shielding, timers and appropriate light levels through outdoor night-lighting legislation (as is done in other countries) could reduce urban sky glow by a factor of four. As well as saving money and reducing energy use, people would then have the pleasure of seeing the night sky again.

### Our response

The introduction of 5 Star energy ratings for all new residential buildings in Victoria is a commitment of the State Government and was announced in partnership with the HIA through the Victorian Greenhouse Strategy. It applies to all residential dwellings, including multi-unit developments. A national project is currently under way to develop sustainability ratings for commercial buildings, however, Victoria is taking early action to progress energy efficiency standards for commercial buildings. (refer Action 3.6 of the Victorian Greenhouse Strategy).

The energy performance of many dwellings is currently provided for in the planning system - a minimum four star energy efficiency requirement for two or more dwellings on a lot exists in the Victoria Planning Provisions. The transition from a four star energy rating to 5 Star rating in the Building Regulations and the planning system needs to be seamless. *Melbourne 2030* recognises that the achievement of sustainability objectives requires responses from across a number of regulatory regimes, not just through the planning system. (see the discussion under Policy 7.8).

Following consultation with the development industry, and as announced by the Premier, from July 2005 all new homes will need to be 5 Star energy efficient and all new homes will be required to achieve one of the following options:

- Option 1: 5 Star energy rating for the building fabric (achieved through design, insulation and double glazing and other measures)
- Option 2: 4 Star energy rating for building fabric plus water saving measures (AAA shower head, taps and a pressure reduction valve) and a rain water tank
- Option 3: 4 Star energy rating for building fabric plus water saving measures (AAA shower head, taps and a pressure reduction valve) and a solar hot water system.

The Building Commission will lead the coordination and implementation of a 5 Star rating in the Building Regulations. It is noted that the planning system can play a significant role in recognising and encouraging measures to achieve more energy-efficient subdivision and building design, including:

- orientation of buildings in relation to existing vegetation or other buildings and avoiding impacts from new development on existing buildings
- onsite and offsite provisions to achieve efficient heating in winter and reduce the cooling requirements in summer (such as minimising urban 'heat sinks')
- recognition of other energy-related matters to be covered in sustainable neighbourhood and built environment measures (such as reduced artificial lighting requirements).

A public lighting initiative (Action 5.3 in the Victorian Greenhouse Strategy) being implemented by SEAV will consider the concerns of the Astronomical Society. The aim will be to maximise efficiency and effectiveness of public lighting, which includes minimising wastage through upwards light spill.

The provision of consumer advice, training, financial incentives and demonstration projects is further discussed under Policies 7.8 and 7.9 and is also covered in the Victorian Greenhouse Strategy. The Renewable Energy Strategy will also consider possible new initiatives.

#### Priorities for implementation

In response to your comments we commit to:

- working with the development industry to progressively 'raise the bar' in terms of achieving more energy efficient buildings in terms of their siting, design and chosen source of energy

We are giving immediate priority to these projects:

- 5 Star rating for residential homes
- Sustainable Neighbourhoods Project
- Renewable Energy Strategy

## Should energy requirements be applied to building and urban design?

### Your comments

Comments on building design partly overlap those on the 5 Star energy efficiency rating measure. Additional matters impinging on energy efficiency and greenhouse policies not covered by the 5 Star energy rating system include:

- embodied energy in the building envelope
- solar hot water and renewable electricity generation
- appliances and lifestyles.

The cities of Port Phillip and Darebin ask why energy is the only initiative in the planning framework that addresses sustainable built form. They argue that a single sustainability planning tool should be a priority of the State Government. Port Phillip suggests a sustainability matrix while Darebin favours the assessment tool used in New South Wales known as the BASIX index. Nillumbik seeks funding for studies into the energy-efficiency of alternative building materials and design, in recognition of alternative building materials such as strawbale or earth.

The cities of Moreland and Stonnington believe solar hot water systems should be addressed in the *Melbourne 2030* initiatives. The City of Yarra stresses the importance of including renovations in sustainability requirements – not just energy-efficiency but use of recycled materials and water conservation measures.

One submitter mentions over-reliance on air conditioning instead of concentrating on passive solar design, and the need for clothes driers as clothes lines may be south-facing. Another submitter calls for the regulation of 'shoddy building practices' so that higher density housing does not become the 'slums of the future'. Another emphasises the importance of protecting solar access in the winter months – saying the ResCode criteria are based on the equinox, giving no protection during winter.

Finally, KRAMMED expresses concern about the potential impacts of rising sea levels (due to global warming) on proposed activity centre development in Chelsea and Mordialloc.

### Our response

The way we build and design for a forecast additional 620,000 households, with resultant increased consumption of natural resources, will have a dramatic effect on our electricity supplies, which already contribute 72 per cent of Victoria's greenhouse gases. While the proposed actions under *Melbourne 2030* will address new developments, it is acknowledged that retrofitting existing buildings could make a potentially significant contribution to reduced greenhouse gas emissions. The issues of retrofitting and the use of more broadly based sustainability tools are further discussed under Policy 7.8.

SEAV is undertaking a number of projects that will directly influence residential renovations. The Authority and the Building Commission propose to undertake a cost-benefit analysis of the application of the 5 Star energy efficiency rating to renovations and extensions in partnership with industry and local government. Many other energy-related initiatives are covered in Chapter 5 of the Victorian Greenhouse Strategy including appliance standards, building materials and solar hot water systems.

There is scope to improve the translation of energy efficiency into the planning and building systems. The Sustainability in the Built Environment project will play an important role by considering potential requirements associated with planning and building approvals. A good example of an issue that needs attention in the VPPs is the energy efficiency protection objectives in Clause 54.03-5, which includes a standard for dwelling design to maximise solar access to north-facing windows. This will help reduce winter heating and lighting needs but there is currently no standard to assist in designing dwellings to reduce significant growth in residential electricity consumption from summer air-conditioning units.

Therefore, work will continue with other key agencies, professional bodies and industry to ensure that the scope of planning advice to the community, industry and decision-makers to reduce waste, energy consumption and greenhouse gas emissions, water consumption and other demands on natural resources required to sustain Melbourne's growing population will also apply to renovations and extensions of existing buildings (see also the discussion under Policy 7.8 on 'Sustainable urban development').

In relation to potential climate change impacts, research by CSIRO is continuing, after which adaptive strategies will be considered. Making specific predictions about future impacts in local areas is fraught with uncertainty.

#### **Priorities for implementation**

In response to your comments we commit to:

- continuing to implement the Victorian Greenhouse Strategy including:
  - considering ways of improving the energy efficiency of existing buildings
  - completing a cost-benefit analysis of the application of 5 Star energy ratings to renovations and extensions
  - improving the translation of energy efficiency into the planning and building systems
  - responding to current CSIRO research into potential climate change impacts by considering adaptive strategies in the urban environment

We are giving immediate priority to these projects:

- Sustainability in the Built Environment
- 5 Star rating for residential homes
- Sustainable Neighbourhoods Project

### **How can we help reduce greenhouse gas emissions?**

#### **Your comments**

Submitters support efforts by the State Government to stimulate action on reducing greenhouse gas emissions. This includes signing the Kyoto Protocol, moving away from brown coal thermal power supply to wind, solar or wave energy, and ensuring greater access to reticulated gas as a transition towards 'renewable' sources in urban areas and rural towns. The Australian Greens calls for aggressive goals to put Victoria ahead of the Kyoto Protocol, with regular and transparent reporting on key milestones.

Several submitters highlight the importance of reducing the energy consumption of transport, through techniques such as encouraging increased use of rail and imposing taxes on four-wheel drive vehicles.

Some submitters, including the Town and Country Planning Association, emphasise the need to tackle energy consumption.

#### **Our response**

The State Government supports the ratification of the Kyoto Protocol and calls on the Commonwealth to sign it. Implementation of the Victorian Greenhouse Strategy is estimated to result in greenhouse gas emissions being reduced by between 5 and 8.3 megatonnes, and reporting will be against this target. This is seen as a first step in eventually meeting the Kyoto target.

A number of key projects address Victoria's greenhouse gas emissions. This year SEAV will release a biennial Energy Sustainability Report that will indicate how Victoria's energy use is performing against greenhouse gas reduction targets. It will detail energy use for different sectors and also local and regional energy consumption patterns.

SEAV will also release for public comment this year a Renewable Energy Strategy for Victoria, which will establish actions to achieve the Government's target of 10 per cent of electricity generation from renewable sources by 2010.

#### **Priorities for implementation**

- In response to comments we commit to:
- continuing to press for ratification of the Kyoto Protocol
- regularly reporting against Kyoto targets
- implementation of the Victorian Greenhouse Strategy

We are giving immediate priority to this project:

- Renewable Energy Strategy

# Policy 7.4

Reduce the impact of stormwater on bays and catchments

## Level of comment on this policy

- low

## Key messages in submissions

- support for the policy
  - need for an improved statutory framework, to reduce stormwater impacts on bays and catchments
  - substantial support for stormwater management plans and guidelines, set against their inconsistent implementation in the Port Phillip and Western Port catchments
- 

## Do we need an improved regulatory and industry framework for management of stormwater?

### Your comments

Existing measures to implement water-sensitive urban design (WSUD) lack sufficient detail for incorporation at the local level, according to most submitters. It is unclear how WSUD should be applied to medium or higher density developments. The capacity of planning authorities to deal with stormwater quality and quantity appears to be limited by the lack of a comprehensive performance standard, combined with a concern that WSUD is not sufficiently embedded in planning and building requirements.

A number of metropolitan councils highlight the inability to place enforceable conditions, such as stormwater retention basins or rainwater tanks, on planning permits for new development. The Association of Bayside Municipalities believes the challenge facing urban stormwater management is to establish a regulatory and industry practice framework which would set the following stormwater objectives (summarised):

- protect receiving waters by restoring some natural characteristics
- ensure that stormwater is an integral part of urban water management
- reduce the demand for potable water as an input for urban areas.

The MAV supports the policy but calls on the Government to set prescriptive statutory requirements in the planning system for stormwater management. The cities of Melbourne and Stonnington consider that

clauses 54 and 55 of the VPPs should be amended to include WSUD criteria when considering the design of single and multi-unit residential developments. The cities of Glen Eira and Yarra, while supporting inclusion of WSUD in the review of the subdivision provision of the VPPs, believe that technical guidelines for planners and engineers are required. Glen Eira City Council recognises that incentives and rebates may also be needed to ensure that housing affordability is not jeopardised through extra infrastructure related to stormwater.

### Our response

Stormwater is recognised in the Government's Green paper: Securing our Water Future, as a critical part of the urban water cycle. It is essential to improve the quality for the benefit of receiving environments (bays, waterways, flora and fauna habitat) and to reduce the quantity by improving the options available for stormwater reuse before the water reaches the receiving environment.

Water-sensitive urban design criteria should apply not only to new subdivision provisions contained in Clause 56 of the VPPs (being addressed in the Sustainable Neighbourhoods Project) but also to single and multi-unit development as well (Clause 54 and 55 of the VPPs). However, when this work begins, the scope of WSUD criteria will not be limited to stormwater but will look at urban water management in an integrated way including relevant matters discussed under Policy 7.1 and 7.5 – in particular, the potential to supply reclaimed effluent from treatment plants into new developments and exploration of the best way to encourage and control the safe and appropriate use of domestic greywater. Water reuse and recycling options will be considered in the light of appropriate risk identification and management. The Sustainability in the Built Environment project will consider WSUD (primarily rainwater and stormwater)



requirements in the context of planning and building approvals.

Current programs coordinated by EPA and Melbourne Water – including the Victorian Stormwater Action Program and the Clean Stormwater program – will continue to facilitate innovative approaches at local level.

#### **Priorities for implementation**

In response to your comments we commit to:

- developing water-sensitive urban design (WSUD) guidelines and criteria that apply to single and multi-unit development as well as new subdivisions, and broadening their scope to consider rainwater and stormwater management, recycled effluent and greywater systems

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Securing our Water Future
- Sustainability in the Built Environment
- Victorian Stormwater Action Program
- Clean Stormwater Program

## **How can the planning system be used to improve stormwater quality?**

### **Your comments**

Stormwater quality receives particular attention in a number of submissions. Submitters suggest that new urban development, which would contribute to nitrogen, phosphorus, sediment, toxicants and litter to bays and catchments, could be dealt with in contract specifications, codes of practice and through permit conditions. The following actions are put forward as ways to address stormwater quality impacts on bays and catchments:

- water quality targets established in relevant SEPPs should be adopted in the development of action plans for growth areas and green wedges
- appropriate mechanisms for protecting and enhancing water quality should be required in the management of urban stormwater and new urban development.

### **Our response**

Water-sensitive urban design and stormwater measures will form an important component of both green wedge management plans and new growth area plans. Further discussions will be held with the Port Phillip and Westernport Catchment Management Authority, Melbourne Water and other agencies in finalising the scope of this work. SEPPs are statutory policies that must be taken into account by all government agencies.

As discussed above, WSUD will also be included in the Sustainable Neighbourhoods Project (as part of reviewing the subdivision provisions of the VPPs), the Activity Centre Guidelines, Urban Design Guidelines and ResCode+. The Sustainability in the Built Environment project will also focus on stormwater and rainwater management as mentioned above (see Policy 7.8 and other parts of this report for further discussion of these initiatives).

#### **Priorities for implementation**

In response to your comments we commit to:

- pursuing the improvement of stormwater quality through appropriate planning scheme mechanisms, including potential changes to the VPPs and permit conditions

We are giving immediate priority to these projects:

- Growth Area Planning
- Green Wedge Management Plans
- Sustainable Neighbourhoods Project
- Activity Centre Design Guidelines
- ResCode+ (four storeys and above)
- Sustainability in the Built Environment

# Policy 7.5

Protect ground water and land resources

## Level of comment on this policy

- low

## Key messages in submissions

- support for this policy is conditional on further detail about completion of the sewerage backlog program
  - urgent action is needed on salinity and land contamination
- 

## Who is responsible for wastewater management?

### Your comments

Almost half the submitters mention the sewerage backlog problem that mainly affects non-urban areas. *Melbourne 2030* is not the lead strategy to drive the sewerage backlog program, nevertheless the majority of submitters want clarification on who will be responsible for implementing this program and the timelines to report on its progress.

The City of Knox believes that consultation with local government is crucial to identifying priority areas for connection to sewerage treatment plants. Banyule City Council feels a priority in its municipality is the Lower Plenty area where septic effluent is contaminating local waterways. Nillumbik and Banyule call for a stronger commitment than simply reviewing progress under *Melbourne 2030*.

The Shire of Nillumbik notes that there are no obligations on landowners to connect to a reticulated sewerage system when this becomes available. The Shire recommends that *Melbourne 2030* include:

- a commitment that the sewerage backlog program will be accelerated, with a timeline set by which all areas within and adjoining the urban growth boundary (UGB) will be connected to a reticulated sewerage system
- a commitment to introduce regulations requiring landowners within the UGB to connect to a reticulated sewerage system where this is available to their property.

The use of dry composting toilets or other up-to-date septic tank systems is also suggested as a way to deal with the backlog problem. The City of Manningham suggests that its pilot program with Yarra Valley Water at Park Orchards is an example of dealing with problem areas.

### Our response

The sewerage backlog program is included in Yarra Valley Water and South East Water plans extending 45 years into the future. The water companies develop these plans in consultation with councils. Each of the water authorities then submits annual two-year backlog sewerage plans for approval of the Minister for Water. The Water Industry Act 1994, section 65 provides water authorities with the power to enforce connection.

EPA is developing a model on-site domestic wastewater management plan to assist households manage septic tanks properly so that impacts on groundwater and waterways are reduced.

A major difficulty in assessing relative priorities for improving wastewater management is the lack of a systematic, ongoing groundwater monitoring program, so that impacts of various initiatives can be evaluated. The need for regular monitoring and reporting will be addressed in the new Port Phillip and Western Port Regional Catchment Strategy.

#### **Priorities for implementation**

In response to your comments we commit to:

- pursuing improved monitoring and regular reporting of groundwater quality so as to better inform investment decisions about sewerage connections
- assisting households better manage septic tanks to reduce offsite impacts

We are giving immediate priority to these projects:

- Sewerage Backlog Program
- Port Phillip and Western Port Regional Catchment Strategy

### **How can we plan for salinity and other soil matters in growth areas?**

#### **Your comments**

Evidence of salinity in several parts of the region is becoming increasingly obvious with impacts on agriculture, urban infrastructure and environmental values. This is noted by several submitters. Particular concern is expressed about the possible effects on new infrastructure in salinity-affected areas. Detailed salinity mapping and modelling is recommended in urban growth areas that overlap with salinity management zones.

The PCA seeks timelines on undertaking salinity mapping and the Hepburn Shire Council and Knox City Council seek funding and resources to tackle salinity.

Naturally occurring land contamination (acid sulfate soils) and land use-induced contamination receive less comment. The City of Maribyrnong welcomes the initiative dealing with education and a practice note on land contamination, but feels more detailed work is required by the Government to work with local councils on risk management and methods to identify and record potentially contaminated land.

Giving special consideration to protect natural mineral water aquifers is also suggested as an addition in Policy 7.5. Also, the need to recognise and protect fertile soils is seen as an important objective not mentioned specifically under this policy.

#### **Our response**

The Port Phillip and Western Port Regional Catchment Strategy will set a new framework for natural resource management across the region, so growth area and green wedge planning will need to be consistent with this framework as well as with *Melbourne 2030*. This Strategy will focus on land management in addition to strategic and statutory planning processes. Land capability will be an important guiding tool to ensure that future land use change is sustainable, and that current problems such as salinity and land contamination are minimised in the future. The protection of important natural resources, such as agricultural land, and the promotion of sustainable production systems, will also be addressed.

Consideration of salinity and acid-sulfate soils will form part of green wedge management plans and will also be considered in growth area planning. Land use mapping to identify areas affected by salinity and acid-sulfate soils, both in urban areas and potential sources in green wedge areas, will be undertaken to enable land use decisions to reflect existing information. Other constraints on development, including the presence of mineral water aquifers and fertile soils with high capability for agriculture, will also be considered in the development of green wedges and growth area plans.

#### **Priorities for implementation**

In response to your comments we commit to:

- addressing the issues of salinity, acid-sulfate soils, mineral water aquifers and fertile soils in the development of green wedge management plans and growth area plans, and in the new Port Phillip and Western Port Regional Catchment Strategy

We are giving immediate priority to these projects:

- Green Wedge Management Plans
- Growth Area Planning
- Renewed Port Phillip and Western Port Regional Catchment Strategy
- Salinity and Acid-Sulfate Soil Mapping Program

# Policy 7.6

Ensure that land-use and transport planning and infrastructure provision contribute to improved air quality

## Level of comment on this policy

- low

## Key messages in submissions

- further effort is needed to improve air quality and reduce exposure to harmful pollutants
- 

## How can we minimise health and environmental impacts from air pollutants?

### Your comments

The significant contribution motor vehicles make to air pollution and their impacts on public health are of concern to several submitters. The Flemington Association feels *Melbourne 2030* is too car-based, and believes that more intensive residential development in the inner suburbs will necessitate further inner urban freeway development, with negative health effects for inner suburban residents. The Association states that pollution in these areas sometimes exceeds safe limits and there are insufficient controls by EPA on new and old vehicles – particularly poorly maintained trucks and commercial vehicles.

The Eastern Coalition on Transport and the Environment and another submitter quote from the extensive literature on the health effects of vehicle emissions, expressing particular concern about the location of new development close to arterial roads carrying high volumes of traffic and in activity centres. The Coalition points out that EPA Victoria lists roadside locations as air pollution 'hotspots'. Recommendations made by submitters include:

- trucks that do not meet the latest emissions standards should be excluded from activity centres.
- new dwellings should not be permitted where there is potential for exposing future residents (especially children) to hazardous emissions
- road sector expenditure should be used to eliminate hazardous locations.

The need for travel demand management measures to reduce car use (and hence improve air quality) is mentioned by submitters. Measures sought include reducing parking

availability at destinations in the inner suburbs, upgrading public transport and park-and-ride provisions, and making strong representations to the Commonwealth Government to eliminate tax incentives that favour cars rather than public transport. (See Direction 8 and draft Implementation Plan 6 – 'Integrated transport' for further detail on travel demand management.)

One submitter emphasises the importance to Melbourne's air quality of maintaining rural land in the green wedges to the north and west of Melbourne. Winds from the north and west bring clean air into Melbourne; if large areas were converted to urban uses it is suggested that air quality will deteriorate. His view is that allowing subdivision down to 10 hectares would be preferable to further ad hoc incremental rezoning which could eventually mean the loss of the green wedge to urban development.

Several submitters call for further tree planting to absorb air pollutants. One submitter feels we must develop an understanding of the remedial contribution of climate and vegetation to air quality and health, in order to help shape metropolitan policy. Another submitter suggests that planning of new urban areas should be based on an understanding of air flow from synoptic winds.

The desirability of cleaning up or relocating polluting industries, particularly large industrial premises in Melbourne's west, is mentioned by two submitters.

Others call for banning or discouraging the use of wood as a heating fuel in the urban area. It is also pointed out that much of the firewood used in domestic heating comes from Box Ironbark forests, and that for biodiversity reasons, plantations should be established to supply firewood.

The City of Manningham asks that the issue of burning off in non-urban areas be investigated at State level.

## Our response

*Melbourne 2030* does not propose or envisage further inner suburban freeway development. The aim of the strategy is to reduce car dependency and increase public transport use to 20 per cent of motorised trips by 2020. Direction 8 and draft Implementation Plan 6 – ‘Integrated transport’ outline how this will be achieved. Although Victorian and national air quality objectives are occasionally exceeded, this is not restricted to the inner suburbs. In recent years, most occasions when this has happened can be linked directly to events outside the metropolitan area, such as bushfires in rural Victoria and King Island and dust storms. EPA monitoring indicates that air quality in Melbourne has improved significantly since the early 1980s due to the gradual tightening of new motor vehicle emission controls, stricter controls on industry, the banning of back-yard burning and improved design of solid fuel heaters. Melbourne’s air quality is good in comparison with most other cities of similar size.

Victoria’s statutory policies set objectives to improve air quality with the primary aim of protecting public health. These include the SEPP (Air Quality Management), SEPP (Ambient Air Quality), National Environmental Protection Measure (Diesel Vehicle Emissions) and the Environment Protection (Vehicle Emissions) Regulations. In-service diesel emission standards for heavy vehicles are now incorporated in the recently revised Vehicle Emissions Regulations for Victoria. The Fuel Standards Act 2000 sets emissions standards for automotive fuels, and tighter national emissions standards for all motor vehicles are being phased in to bring Australia into line with Europe. EPA is continuing its smoky vehicle campaign which involves roadside testing and responding to reports from the public on smoky vehicles. At local level, Neighbourhood Environment Improvement Plans prepared with input from all stakeholders and local communities, could help to minimise pollution ‘hotspots’.

The health impacts of air pollutants found near roads that carry large volumes of traffic are acknowledged, particularly for people with preexisting illnesses. This is an issue for all major cities around the world and the emphasis has been on reducing emissions from the vehicles themselves rather than delivering the significant separation that would be needed to eliminate the elevated health risks near major roads. For pollutant levels to broadly reflect ‘background’ levels, setbacks for new dwellings would need to be about 50 metres – considerably more than the six metre minimum in the VPPs. EPA emissions projections indicate that roadside air quality should continue to improve – particularly for particles (PM10 and

PM2.5), carbon monoxide and nitrogen oxides. We consider that requiring large setbacks in urban areas would have other negative environmental and social consequences, such as reduced safety, and increased car use (thereby increasing emissions) at the expense of walking. Exposure to air pollution ‘hotspots’ in or near activity centres can be reduced by careful planning (such as ensuring freight routes are not located where people congregate) – this is reflected in the Activity Centre Design Guidelines (draft Implementation Plan 4 – ‘Activity centres’). Therefore on balance, it is not considered that minimum setbacks should be increased. It should also be noted that research in Melbourne and other cities indicates that pollutant levels inside cars travelling in traffic are significantly higher than those experienced at roadsides.

We note the view about the importance of rural land to the north and west of Melbourne to Melbourne’s air quality. EPA experts believe any benefit may be marginal at best, and that winds from the north and north east are equally or more important on days when synoptic winds are light and poor air quality may result. In any case, the new *Planning and Environment (Metropolitan Green Wedges Protection) Act 2003* will ensure that the green wedges are protected from urban development.

Planting trees has no significant benefit for local or regional air quality (as distinct from the crucial role that vegetation plays in absorbing greenhouse gas emissions). Fine particles cannot be absorbed; they may be deposited on leaves, which can cause damage to the leaves themselves. While there may be a minor benefit from the absorption of carbon monoxide (much less a pollutant of concern today than 20 years ago), many species actually emit volatile organic compounds which are a critical precursor to the formation of ozone, the major component of photochemical smog events during the summer months.

Major industrial premises have significantly reduced their emissions over the years and EPA licence requirements are consistent with SEPP objectives which are designed to protect public health. The Altona Chemical Complex has developed an Environmental Improvement Plan with the close involvement of local residents.

EPA has released a draft Waste Management Plan (Solid Fuel Heating) which, assuming it is gazetted, will require all wood heaters manufactured in Victoria to comply with maximum particle emission levels, consistent with the Australian Standard. Wood heating appears to be declining rather than growing in popularity as a form of heating in urban areas where natural gas is available. Hence a total ban is not considered to be justified. DSE is preparing an action plan for firewood management with the aim of reducing impacts of firewood collection on Box Ironbark forests.

The SEPP (Air Quality Management) and the associated Port Phillip Region Air Quality Improvement Plan include provisions which deal with burning off in rural areas. Many councils develop local laws to minimise unnecessary burning off.

#### **Priorities for implementation**

In response to your comments we commit to:

- continuing to support national and state approaches to reduce emissions from motor vehicles
- ensuring that land use planning for built-up areas as well as growth areas helps to minimise health impacts from exposure to air pollutants
- pursuing a continual reduction in emissions from all sources through implementation of the State Environment Protection Policy (Air Quality Management) and the associated Port Phillip Region Air Quality Improvement Plan
- implementation of SEPP (Air Quality Management) and its associated Port Phillip Region Air Quality Improvement Plan
- implementation of national emissions and fuel standards
- supporting the development of Neighbourhood Environment Improvement Plans
- developing an action plan for travel demand management

We are giving immediate priority to these projects:

- Activity Centre Design Guidelines
- Structure Planning Program for Activity Centres
- TravelSMART
- Draft Industrial Waste Management Policy (Solid Fuel Heating)

## Do we need improved air quality monitoring?

### Your comments

The City of Knox suggests that additional monitoring stations be sited in valley floors to ensure that air quality is truly representative of different situations across Melbourne.

One submitter asks for support for EPA to undertake monitoring of the movement of air pollutants from roads to adjoining premises such as schools and houses.

Another calls for TEOMs (a type of air quality monitoring instrument) to be scrapped and suggests the use of an air quality model to better predict air quality in valleys. It was also suggested that monitoring carried out by VicRoads is flawed and inadequate.

Finally, one submitter asks that air quality and its impacts be reviewed in 30 years' time.

### Our response

Although valley floors and roadsides are not covered by EPA's fixed monitoring networks, EPA's mobile monitoring laboratory, MoLab, can be used for short-term monitoring in these situations. In addition councils can request the development of a Neighbourhood Environment Improvement Plan (NEIP) – see Policy 5.5 – in areas where air pollution hotspots are suspected. MoLab can also be used for roadside monitoring and to validate air quality models designed to predict roadside pollution levels.

TEOMs, with certain temperature corrections, are an accepted monitoring instrument for PM10 under the National Environment Protection Measure for Ambient Air Quality and the SEPP (Ambient Air Quality). EPA monitoring is consistent with the requirements of the national measure and SEPP. The criticism of VicRoads' monitoring was based on their use of TEOMs. VicRoads applied the recommended temperature corrections and measured PM10 concentrations did not exceed SEPP objectives. There are suitable air quality models available which deal with valley situations, such as the CSIRO model TAPM.

EPA operates a continuous air monitoring network, conducts short-term monitoring and reviews the latest information on health impacts. It is expected to continue doing so for the next 30 years.

### Priorities for implementation

In response to your comments we commit to:

- continuing to undertake air quality monitoring consistent with national requirements and local needs, and employing the best available models within normal budgetary constraints
- supporting the development of Neighbourhood Environment Improvement Plans

# Policy 7.7

Protect native habitat and areas of important biodiversity through appropriate land-use planning

## Level of comment on this policy

- medium

## Key messages in submissions

- increased resources and stronger controls are needed in this area
- 

## How can we preserve native vegetation?

### Your comments

The loss of vegetation in the urban area and the need to retain existing native vegetation is of concern to many submitters. Several note a gradual loss of remnant vegetation through inappropriate development. Specific examples are cited including Wonga Park, the Western Plains grasslands and areas adjacent to large parks on Melbourne's fringe.

The Maribyrnong Preservation Coalition asks that all native vegetation be preserved, and this is supported by many other submitters. Protection of parks, open space, riparian reserves along creeks and rivers, habitat corridors and vegetation on private land are specifically mentioned. Two submitters request that all sites of native vegetation or environmental value be incorporated into the public reserve system. The Bendigo and District Environment Council suggests that the aim should be to replace exotic with indigenous species in all gardens and that the policy should cover threats from feral animals, weeds and domestic cats and dogs.

In addition to the biodiversity and conservation benefits of retaining native vegetation, submitters also mention the health and well-being benefits of a vegetated landscape. They fear these values would be compromised with the proposed higher housing densities and loss of private gardens (see also Policy 5.6).

Some submitters suggest that the benefits of native plants need to be promoted through education programs, and others recommend incentives to encourage the retention of native vegetation on private land. The Mount Evelyn Protection and Progress Society, for example, recommends rate rebates, education programs about the threats to native vegetation and biodiversity, greater recognition of community group work and stronger penalties for

environmental damage. Environment Victoria requests a new initiative to provide a package of incentives to landowners that is linked to priorities for biodiversity conservation and permanent protection of native vegetation.

The City of Yarra requests new initiatives to encourage inner urban councils to restore riparian native vegetation along creeks and rivers. The Shire of Nillumbik suggests the State Government should take the lead role in areas where there is threatened habitat, like the Eltham Copper Butterfly habitat. The joint submission from Environment Victoria, Victorian National Parks Association (VNPA) and Green Wedges Coalition includes a recommendation that the role of the Victorian Environment Assessment Council (VEAC) be extended to identify areas of remnant vegetation for purchase by State and local government.

### Our response

Both State and local government have a role in the management of native vegetation and habitat. The State Government identifies priorities for native vegetation protection through legislation and policies including the Biodiversity Strategy, Native Vegetation Management Framework (NVMF) and the Flora and Fauna Guarantee Act 1988. Catchment management authorities, such as the Port Phillip and Western Port CMA, develop regional catchment strategies and more detailed native vegetation plans. Land management agencies and authorities including local government, Melbourne Water and Parks Victoria have a role in managing these habitats to ensure compliance with this legislative and policy framework. Local government can also use its local planning policies and schemes, and local laws, to protect native vegetation and/or significant trees on private land.

Green wedge management plans and growth area plans will take into account the protection and retention of native vegetation (refer to draft Implementation Plan 5 - 'Green wedges', Actions



2 and 4; draft Implementation Plan 4 – ‘Growth areas’, Action 4.) The recent creation of the Department of Sustainability and Environment will facilitate the integration of policies such as the Biodiversity Strategy and Native Vegetation Framework and management plans with the planning system, and will ensure consistent application in the implementation of *Melbourne 2030*.

DSE has successfully trialled the BushTender approach to offer incentives to landholders to manage and protect native vegetation. The unique features of BushTender are that:

- landholders establish their own price for the management services they are prepared to offer to improve their native vegetation – this price forms the basis for their bid, which is compared with the bids from all other landholders participating in the auction, and successful bids will be those that offer the best value for money
- successful landholders receive periodic payments for their services under a multi-year management agreement signed with DSE.

VEAC assessments and recommendations focus on existing public land, as prescribed under relevant legislation. This limits VEAC’s ability to propose habitat linkages and retention of native vegetation outside the public reserve system. On private land, DSE and catchment authorities give priority to funding revegetation works that contribute to habitat linkages and remnant protection. Geographic information based tools have been developed to identify priority areas across the landscape for these actions. Many councils are encouraging residents to use indigenous plants in private gardens, particularly at the moment with water restrictions in place.

The use of the planning system as a mechanism to protect native vegetation is dealt with later in this policy. Issues that affect the State Government’s ability to purchase land of ecological significance are discussed under Policy 5.7.

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring the integration of state-wide and regional policies dealing with vegetation protection through planning systems
- ensuring that growth area planning and green wedge management plans take full account of the need to protect native vegetation consistent with regional strategies and plans

We are giving immediate priority to these projects :

- Green Wedge Management Plans
- Growth Area Planning
- Native Vegetation Management Framework Implementation
- Port Phillip and Western Port Regional Catchment Strategy

#### **Do we need to document our biodiversity assets?**

##### **Your comments**

Several submitters ask that mapping of biodiversity assets (Initiative 7.7.1) be undertaken urgently, especially where vegetation communities are known to be threatened in proposed growth areas. The Green Wedges Coalition cites the native grasslands in Wyndham and Melton as examples. Submitters also highlight the need to recognise previous studies, including regional catchment vegetation studies and other work already undertaken by local government. The City of Knox and Shire of Hepburn ask for resources to support local government in implementing this initiative. The City of Knox wants mapping to be extended to weeds and pests.

The City of Manningham suggests that the scale of biodiversity mapping already undertaken is unsuitable for local biodiversity needs and that there is a need to extend mapping beyond ecological vegetation classes (EVCs) to include non-vascular plants, fungi and invertebrate animals. The Shire of Nillumbik calls for a new initiative to improve the dissemination and coordinated use of information from DSE. The City of Whitehorse recommends that biodiversity audits be undertaken by the State rather than local government.

## Our response

The mapping of native vegetation currently undertaken by DSE depends on information from various sources and incorporates previous studies done by other agencies such as local government. DSE will continue to define biodiversity assets, including through Biosites and mapping of EVCs, and the measurement of vegetation quality and conservation significance across the metropolitan region. Databases containing mapping information include the Atlas of Victorian Wildlife and the Flora Information System.

When dealing with individual locations, more detailed mapping and biodiversity audits may be needed; this is usually done by the individual land manager. Many councils have already undertaken their own detailed mapping of biodiversity assets. On private land, developers can be asked to prepare detailed information as part of any development proposal.

It is important that the information held by the State Government on native vegetation is accessible to local councils and other land managers to help with the development of management objectives. Steps will be taken to improve information exchange with the aim of improving the capacity of local government to access and use the information available, and to resolve issues of mapping detail. The establishment of a new Environment Information and Monitoring Unit within DSE will assist this aim.

### Priorities for implementation

In response to your comments we commit to:

- completing the mapping of biodiversity assets in the metropolitan region as soon as resources permit
- improving information exchange between State and local government

## Should controls for retaining native vegetation be strengthened?

### Your comments

Many submitters highlight the need for stronger controls to protect native vegetation and biodiversity. Environment Victoria states that a review of the VPPs is required to improve native vegetation protection, and asks for the removal of particular exemptions to clearing controls which are environmentally damaging. One submitter suggests that the planning process needs more emphasis on planting native species, controlling weeds and protection of large self-sustaining areas of native vegetation. Another submitter says that biodiversity should be an explicit component of planning schemes. Many submitters request appropriate policy and overlays to protect riparian vegetation along waterways (see also Policies 5.7 and 5.8).

Suggestions for improving the protection of native vegetation include requiring local planning schemes to identify vegetation and threats to its conservation, clear instructions for VCAT about protecting the natural environment, asking for final landscape plans at time of application, revegetation of green wedges (with the exception of areas used for crops), insisting that environmental management plans be part of every development, determining critical habitat for species listed under the Flora and Fauna Guarantee Act 1988, and ensuring that planning decisions are guided by an expert independent assessor of ecological impacts. The City of Darebin recommends that the onus for carrying out tree surveys to prove that trees are not significant be shifted from local councils to developers.

The City of Whitehorse suggests expanding the scope of native vegetation controls to include the full vegetation profile, not just trees. It also asks for clarification of the Biodiversity Strategy's relationship to planning schemes and catchment strategies. The Shire of Nillumbik suggests that the Biodiversity Practice Note be referred to in Policy 7.7.

The joint submission from Environment Victoria, VNPA and Green Wedges Coalition gives support for the review of native vegetation provisions in the VPPs and recommends the involvement of community and environment groups. It also supports the state-wide adoption of the Native Vegetation Permit Tracking System and stresses the need for regular native vegetation cover mapping and annual public reporting.

One submitter suggests that the Native Vegetation Plan of the Port Phillip and Western Port CMA, when finalised, should be referred to in the VPPs and council planning schemes to help protect the region's native vegetation.

The PCA (Victoria) asks that advice on native vegetation controls be made available as soon as possible to inform investment and decision-making, and recommends that a development industry representative be involved to ensure a balanced approach to the framework.

### Our response

The Native Vegetation Management Framework (NVMF) covers protection of the full vegetation profile and is not restricted to trees. It also covers biodiversity. The implementation of this framework will establish procedures for achieving net gain through the planning permit system. These procedures will apply both inside and outside the UGB. Initiatives 7.7.2 and 7.7.3 will be integrated into a two-stage program. The first stage, now under way, involves the development of operational guidelines to assist in the implementation of the NVMF through the planning system. The second stage will involve the review of clause 52.17 (native vegetation clearance controls) as well as relevant overlay controls (including wildfire management and vegetation protection) in the VPPs. We expect this to be completed during 2004. Peak interest groups will be consulted through a reference group.

Amendment VC19 amended the State Planning Policy Framework of the Victoria Planning Provisions and all planning schemes on 24 July 2003 to refer to the Framework and the net gain principles.

The Native Vegetation Permit Tracking System (NVPTS) has been developed by DSE as a means of recording and mapping areas cleared and offsets (on the basis of permit applications). The State Government supports the state-wide adoption of the NVPTS but is currently discussing funding availability with the Commonwealth for the system to be rolled out across State and local government. The Government has also committed to starting regular public reporting towards the goal of net gain within a year of the release of the NVMF. There is also a clear commitment, as part of the NVMF, for regular remote sensing (satellite) data

to be used to map tree cover across Victoria. Together with the NVPTS, these two sets of information will provide effective monitoring of the clearance and replanting of native vegetation.

We consider that the encouragement of additional planting on private land and weed control is a role for the Port Phillip and Western Port CMA – planning schemes are not always well suited to dealing with land management issues. However, councils are able to require landscape plans or environmental management plans with planning permits.

The Port Phillip and Western Port CMA's Native Vegetation Plan could be adopted by local councils as part of their local planning frameworks. In any case, councils are already required (under clause 15.09 of the SPPF) to have regard to any relevant regional catchment strategies and associated implementation plans and strategies, particularly regional vegetation plans. The MAV has been reviewing possible ways of linking regional catchment strategies with planning schemes.

Initiative 5.7.4 commits to a review of planning controls along the Yarra and Maribyrnong rivers which will include reviews of overlay controls to protect native vegetation.

The Biodiversity Strategy is referenced in the SPPF which provides a head of power for all planning schemes in Victoria. A priority of the newly created DSE is to achieve closer integration of planning systems with regional catchment plans – this will be a priority of the Port Phillip and Western Port Regional Catchment Strategy currently under development. The relationship between the various policies, strategies and legislation (including planning schemes) is complex and steps need to be taken to define and map the interrelationships for communication to stakeholders and the community.

The process of determining critical habitat under the Flora and Fauna Guarantee Act 1988 and the placing of interim conservation orders requires careful consideration, because of the liability for compensation for financial loss suffered as a result of an interim conservation order.

#### **Priorities for implementation**

In response to your comments we commit to:

- consulting with peak groups in the review of native vegetation clearance controls and relevant overlay controls
- pursuing funding from the Commonwealth for the rollout of the Native Vegetation Permit Tracking System
- undertaking regular remote sensing to map tree cover and public reporting towards the goal of net gain
- ensuring effective integration of regional vegetation plans into planning schemes

We are giving immediate priority to these projects:

- Native Vegetation Management Framework Implementation
- Yarra and Maribyrnong Valleys - Review of Planning Controls
- Port Phillip and Western Port Regional Catchment Strategy

### **How should bushfire prevention be factored into the management of native vegetation?**

#### **Your comments**

One submitter states that the management of native vegetation must include provision for appropriate fire management, including prevention and response activity. Concern is also raised about the need for revegetation works to incorporate appropriate fire safety measures.

#### **Our response**

The issue of native vegetation and provision for fire management is important, especially on Melbourne's urban fringe where many communities are located close to natural bushland such as national parks. Each year detailed fire management plans are developed by DSE, the CFA and Parks Victoria to ensure that appropriate fire prevention works are undertaken. This may include fuel reduction burns or the slashing of vegetation around park perimeters. Residents living near bushland need to have a fire plan and should consider the possibility of wildfire when designing their homes.

Wildfire Management Overlay controls are included in the VPPs and some councils have used these in their local schemes. The CFA has prepared an applicant's kit called Building in a Wildfire Management Overlay to streamline the process of applying for a planning permit in overlay areas.

Current Victorian and Commonwealth inquiries are underway as a result of the bushfires in early 2003. As well as assessing emergency response measures, future bushfire management strategies will be considered. The findings of these inquiries may lead to further changes to planning and building systems.

The Sustainable Neighbourhoods Project (refer to Policy 5.5) will consider incorporation of natural disaster planning issues such as planting of fire retardant species, water supply and safe clearance for emergency vehicles.

Growth area plans and green wedge management plans will take fire management issues into consideration.

#### **Priorities for implementation**

In response to your comments we commit to:

- addressing the recommendations of the Victorian and Commonwealth inquiries into the 2003 bushfires
- encouraging the use of Wildfire Management Overlay controls where appropriate

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- Growth Area Planning
- Green Wedge Management Plans

# Policy 7.8

Promote the concept of sustainability and develop benchmarks to measure progress

## Level of comment on this policy

- medium

## Key messages in submissions

- general support, with a need to refine the initiatives and develop a whole-of-government approach including partnerships with local government
  - a need to develop a more holistic approach to sustainability including indicators, targets and benchmarks
  - in Direction 7 there is a need for more detailed information on materials consumption and sustainable building design, construction and technology
- 

## How can urban development be more sustainable?

### Your comments

A number of submitters feel *Melbourne 2030* needs more detail on sustainable buildings, including retrofitting the existing urban fabric. The Metropolitan Environment Forum mentions the need to consider sustainable building design and construction, including the life cycle of buildings, materials consumption and opportunities for redevelopment.

The PIA and another submitter suggest that DSE, EPA and other agencies should prepare guidelines that promote the use of a combination of features that, in total, create a sustainable building or development. The concept of a 'sustainability plan' (like an Environmental Management Plan) endorsed as part (or instead) of planning or building approval could provide a way of managing and auditing the achievement of sustainability in new developments. The submitters suggest that new buildings and existing buildings undergoing redevelopment should be required to incorporate sustainability features as part of an approvals process. These should cover, for example:

- energy efficiency (such as use of renewable energy, passive solar design and protection of solar access)
- water recycling and reuse

- stormwater management
- impacts on groundwater
- sustainable building materials (such as recycled content, whether made from a renewable resource, non-toxic, use of non-endangered species, recycling potential, durability)
- construction methods and impacts (such as waste minimisation, sedimentation)
- noise design and attenuation
- indoor air quality.

It is pointed out that retrofitting to achieve sustainability objectives at a later stage can be more expensive.

Several submitters stress the need for practical outcomes 'on the ground' reflecting sustainable development. Friends of Merri Creek and other submitters call for more specific policies, codes, performance standards and advice to councils about achieving sustainable outcomes encompassing the broad range of issues. The City of Banyule says that clear environmental targets need to be set, with reporting required against these targets, in areas such as water recycling, stormwater retention and rainwater tanks being specified under the Building Code of Australia and the VPPs (see also the discussion under 'Sustainability in decision making' in 'Implementing *Melbourne 2030*').

## Our response

At the last State election, the Government made a commitment to develop Victoria as a world leader in environmental sustainability by promoting changes to the ways we use energy, water and other resources central to modern lifestyles.

Sustainable development of the built form is mentioned in different policy sections of *Melbourne 2030*. Key initiatives relevant to the concept of sustainable development include:

- the Urban Design Principles (Policy 5.1)
- the Sustainable Neighbourhoods Project (Housing IP Action 1)
- ResCode+ (Policy 1.3 and Housing IP Action 1)
- the Activity Centre Design Guidelines (Activity Centre IP Appendix 3)
- implementation of 5 Star energy ratings in residential dwellings (Policy 7.3).

We recognise that the implementation of these initiatives needs to be closely integrated to achieve sustainable outcomes 'on the ground' through an appropriate mix of non-regulatory (incentives, local actions) and regulatory tools including the planning, building, plumbing and environment protection systems.

At subdivision level, the Sustainable Neighbourhoods Project now underway will focus on updating the residential subdivision provisions of Clause 56 of the VPPs to promote the Neighbourhood Principles. The work will focus on:

### Liveability:

- healthier, safer, livelier communities
- quality parks and open space
- diverse lot sizes for more appropriate housing mix
- building envelopes to protect future amenity.

### Environmental sustainability:

- contribution to water savings targets
- lot layouts that enable more energy efficient homes
- waste reduction and the use of recycling practice where possible and practicable
- reduced impact of natural events (flooding, wildfire).

Accessibility (also contributing to environmental sustainability):

- walking and cycling to shops and schools
- reduced need to use cars
- greater use of public transport
- improved accessibility for those with special needs.

The other initiatives listed above will guide new urban development and the retrofitting of buildings in the existing built-up area and on the fringe.

In terms of moving towards sustainable urban form, residential subdivision on the fringe is important but the main benefit will lie in tackling the existing urban areas where a substantial proportion of new development will occur. The challenge will be to plan and design urban areas to accommodate the forecast additional 620,000 households. This will represent a growth of more than 50 per cent in dwelling numbers compared with the existing 1.2 million dwellings. However, *Melbourne 2030* recognises that buildings alone do not make a sustainable neighbourhood and other urban design issues must be considered such as road layout, housing density and vegetation. Initiative 5.1.2: 'Review and revise urban design guidelines for incorporation in the planning system, ensuring that development provides quality environments consistent with objectives of *Melbourne 2030*' is a crucial overarching project to deliver urban sustainability through the planning system.

Closely related to these initiatives is the recently initiated Sustainability in the Built Environment project. Improving the application of sustainability initiatives through the land use and development system is vital to achieving the Government's vision for the future. This initiative recognises the role of the regulatory system in delivering more sustainable outcomes together with a range of non-regulatory approaches. DSE has established a small reference group consisting of several local councils, MAV, PIA, EPA, Melbourne Water, SEAV, Building Commission, Plumbing Industry Commission and the PCA. These stakeholders, along with the development industry and local government, will aim to deliver a more consistent approach to implementing new sustainability requirements in the development approvals system. This will be built on improved water conservation, recycling and energy efficiency.

Work is also under way at national level to incorporate sustainability issues into the Building Code of Australia. DSE supports these aims. Each jurisdiction can have variations to the code, and the State Government is a leader in the process of incorporating sustainability

requirements into its Building Code. Victoria is also involved in a national project being led by the Green Building Council of Australia to define sustainability ratings for commercial buildings.

Achieving sustainable communities will require greater emphasis from approval agencies on sustainable practices where the upgrading of existing buildings involves major renovations, extensions and additions and requires statutory approval. We recognise that these types of activities are not totally covered by the Building Code of Australia (for example, the 5 Star energy rating requirement only applies to new dwellings as the concept only relates to an entire building). As the Code cannot be applied retrospectively (for example, requiring insulation in sections of a house not undergoing renovation when a permit is required for works elsewhere) the Building Commission is considering the possibility of specific regulations under the Building Act 1993 to encourage sustainable retrofitting of existing buildings when subject to statutory approvals for redevelopment.

SEAV is working with the private sector to design and construct Australia's first accredited 6 Star homes. SEAV is also working with current manufacturers and potential future new investors in manufacturing to maximise high energy performance, including the use of cogeneration and renewable energy.

Other approaches are necessary for works and development that do not require a building or planning permit. An approach used elsewhere is to find a 'trigger' for imposing certain requirements. For example, the time of sale could trigger a requirement to disclose energy efficiency ratings of the building to prospective buyers. An example of such triggers being used in certain urban areas in the United States is a requirement for wood heaters not fitted with emissions control technology of a certain standard to be removed, either before the dwelling is sold or by a specified date.

Therefore, as part of achieving the goals of *Melbourne 2030* and implementing Initiative 7.8.1, the following key directions will be pursued by the Government, in consultation with local government and other key stakeholders:

- Clearly define and map the interrelationships between these various projects as part of the Melbourne 2030 implementation program, making explicit the role of each project in achieving the overall sustainability goals of Melbourne 2030. Implementation of these initiatives will use an appropriate mix of policy, guidelines and regulatory tools linked to the planning, building, plumbing and environment protection systems. These will need to complement non-regulatory approaches, particularly those being

coordinated by local government at community level.

- Develop built environment sustainability measures and benchmarks, for example, by extending the star energy rating concept to other aspects of sustainability (including the features listed above). The development of minimum performance requirements and further policy and regulatory reform would follow, governing both new developments and retrofitting. The initial focus could be on residential buildings.
- Further evaluate the benefits of establishing a 'one stop shop' advisory service to provide holistic and comprehensive advice to consumers on sustainable buildings. This would provide a convenient means of obtaining advice on the latest thinking and technology on a wide range of issues, such as rainwater tanks, grey-water reuse, energy efficiency including passive solar design, building materials, noise attenuation and indoor air quality. A good example of commonly sought advice is designing a house that maintains comfortable internal temperature and humidity levels and acceptable indoor air quality without the need for air conditioning and minimising the need for heating.
- Continue to promote good examples of sustainable urban development 'on the ground', particularly those that integrate a broad range of features rather than focusing on one aspect only, such as energy ratings or water-sensitive urban design.

#### **Priorities for implementation**

In response to your comments we commit to:

- evaluating the benefits of establishing a 'one stop shop' advisory service to provide comprehensive and holistic advice on sustainable buildings
- continuing to promote good examples of sustainable urban development on the ground

We are giving immediate priority to these projects:

- Sustainable Neighbourhoods Project
- ResCode+ (four storeys and above)
- Activity Centre Design Guidelines
- 5 Star rating for residential homes
- Sustainability in the Built Environment
- Ecological Footprint Program

## How can we make sustainability a reality?

### Your comments

Many submissions highlight programs other than those set out in *Melbourne 2030* that are being undertaken at local level by local councils and communities (Cardinia, Hobsons Bay, Maroondah, and Port Phillip, and Wyndham's Quality Community Plan Taskforce). This indicates that already there is significant local involvement in sustainability evaluation and monitoring. Many councils are facilitating active behavioural change and community engagement programs in close liaison at the household and neighbourhood level.

Support for the development of a State program addressing sustainability comes from many submitters, particularly local councils, who suggest ways in which the local government sector should be involved. Providing support for the development and implementation of local sustainability plans or Local Agenda 21 plans is seen as important, as is the provision of training at local government level. The need for resources to support further local government involvement is highlighted in a number of council submissions.

The PC indicates support for a multidisciplinary team within DSE. The team should also consider the impact on construction costs when considering the short-term and long-term benefits of sustainability initiatives in the development sector. The PCA also stresses the need to properly manage the overlap between different legislation and agencies (such as DSE, EPA, SEAV).

The Metropolitan Environment Forum suggests that the proposed multi-disciplinary team should not just be in DOI (now DSE) but should be across government.

A number of submitters emphasise the importance of education – across the whole community and within target groups. The Mount Evelyn Environment Protection and Progress Association suggests an education program, for bureaucrats and the general public, should include minimising resource consumption, improving waste management and protection and enhancement of the natural environment.

### Our response

The OECD's *Territorial Review of Melbourne*, which was released in October 2003, emphasises the importance of socially, environmentally and economically sustainable development.

Three important developments have occurred since the release of *Melbourne 2030*.

First, the Government has passed legislation to establish a Commissioner for Environmental Sustainability. This role has a charter to report on the state of Victoria's environment, and to audit the Government's performance in relation to its own operations.

Second, the Government has created the Department of Sustainability and Environment to drive the State agenda on sustainability of the built and natural environment. While the implementation of Initiative 7.8.1 (a multi-disciplinary team with a focus on sustainability issues) will effectively become a central focus of the entire Department, DSE will also develop a whole-of-government framework to guide the development of policies and programs that are related to environmental sustainability across Government. We also acknowledge that the local government sector is a leader in sustainability, and that this sector will be instrumental in the delivery of environmental sustainability outcomes and will be involved in a partnership approach with the State.

Third, the Sustainability Fund was established under the Environment Protection Act 1970 through amendments introduced by the Environment Protection (Resource Efficiency) Act 2002. The legislative ambit of the Fund is to foster the environmentally sustainable use of resources and best practices in waste management. Administered jointly by the Minister for Environment and the Treasurer, the Sustainability Fund will use a portion of landfill levies to assist Victorians by supporting innovation and encouraging creative solutions to Victoria's sustainability challenges.

Given these recent changes and the issues discussed above under 'Sustainable urban development', Initiative 7.8.1 will need to be further refined and fleshed out. Relevant agencies, such as EPA, SEAV, Melbourne Water, Building Commission, Plumbing Industry Commission as well as local government and peak bodies, will be closely involved in scoping and implementation of the various projects relating to sustainability.

The question of community education is discussed under 'Cultural Change' in 'Implementing *Melbourne 2030*'. The aim will be to build community understanding through a wide range of implementation streams such as growth area and activity centre planning.



#### **Priorities for implementation**

In response to your comments we commit to:

- developing a whole-of-Government framework to guide environmental sustainability policies and programs across Government
- ensuring agencies, local government and peak bodies are involved in scoping and implementation of the various projects relating to sustainability.

### **Can we learn more about sustainability models and research?**

#### **Your comments**

Some submitters believe the ecological footprint model (*Melbourne 2030*, page 142) should have played a role in the development of *Melbourne 2030* which, it is felt, could have included a target based on this model. Other submissions indicate support for the urban metabolism model (also page 142).

Some submitters express doubt about the extent to which urban consolidation is sustainable. Others see a conflict between sustainability and population growth and are concerned about the environmental limits to population growth, including water and arable land (see also the discussion under 'The basis for *Melbourne 2030*').

There is some dispute about the level of baseline information available with which to develop sustainability benchmarks. A submission from the Green Wedges Coalition argues that baseline data is currently not available at an appropriate scale for the Werribee Plains region.

RMIT University suggests that there may be opportunities for university campuses to be involved as 'best practice' models in order to advance the policies contained in Direction 7.

#### **Our response**

DSE will continue to work with agencies such as EPA, SEAV, Melbourne Water and the Port Phillip and Westernport CMA as well as local government to explore the most appropriate sustainability tools. These will be used to help us better understand the region, and to manage the impacts of an additional one million people on our natural resources and waste management systems. The formation of DSE has included the creation of an environmental information and monitoring team that will centralise responsibility for the wide range of databases covering natural resource and

environmental issues. This will ensure that DSE is in a better position to utilise and share the data it holds with key users of the information, such as local government.

When addressing single issues such as water or energy, the cumulative impacts of urban growth and development pressure on our natural resource base may not be apparent. Any use of the ecological footprint and other indicators of sustainability such as the urban metabolism model will be part of a suite of tools needed to address the priorities of *Melbourne 2030*. For example, the development of appropriate models might be a way of confirming (or otherwise) the benefits of urban consolidation.

DSE will examine how external research organisations such as universities and CSIRO could contribute to monitoring and reporting on sustainable development. Some key issues already under consideration by CSIRO in relation to a proposed study of the Melbourne region include the urban water cycle, waste as resources and regional metabolism.

#### **Priorities for implementation**

In response to your comments we commit to:

- continuing to work with relevant agencies to identify and apply relevant sustainability tools
- establishing a new Environmental Information and Monitoring Unit within DSE
- considering how research organisations such as universities and CSIRO can contribute to monitoring and reporting on sustainable development
- pursuing opportunities to advance sustainability models through the CSIRO Healthy Country program

We are giving immediate priority to this project:

- Ecological Footprint Program

# Policy 7.9

Lead by example in environmental management

Level of comment on this policy

- low

Key messages in submissions

- strong support for the policy with suggestions for additional Government action, including a clearer commitment to reporting under the triple bottom line methodology
- 

## Is the Government being seen to practise what it preaches?

### Your comments

The cities of Hobsons Bay, Manningham and Moreland support the introduction of Best Practice Environmental Management (BPEM) tools but they ask that all State Government activities should demonstrate that sound environmental management is being taken seriously. In particular, Hobsons Bay is seeking inclusion of BPEM tools into the VPPs and Manningham believes that reporting on Government performance should be based on triple bottom line methodology. A number of other submissions also highlight the need to report on the triple bottom line as this will promote its use outside government.

The City of Moreland seeks a commitment for Government projects to deliver sound environmental outcomes, and highlights a recent Government project in their municipality which did not demonstrate any water-sensitive urban design or environmental management practices.

Other suggestions where the Government could lead by example include lobbying the Commonwealth Government to adopt similar reporting requirements and open days run by Government at dedicated display homes that demonstrate sustainable building practice.

### Our response

The Government is working on drafting consistent, robust and transparent triple bottom line criteria for its departments to adopt when providing policy and resource allocation advice that reflects a balance of economic, social and environmental considerations. These criteria will further develop the Government's Growing Victoria Together policy which expresses a broad vision for the future (see also the discussion under Policy 8.6).

The Government promotes sustainable building practice through a range of public seminars and workshops. Agencies such as SEAV, the Building Commission and the Plumbing Commission provide regular public information sessions at the Building Display Centre, covering new residential buildings and alteration of existing homes to make them more energy efficient.

Victoria will continue to work at national level to encourage consistent reporting requirements by the Commonwealth and other jurisdictions.

### Priorities for implementation

In response to your comments we commit to:

- leading by example with regard to triple bottom line assessment and the adoption of best practice environmental management practices across Government
- pressing for nationally consistent reporting requirements
- continuing to provide information to the public through seminars and workshops

# Direction 8

## Better transport links

### Melbourne 2030 aims to achieve better transport links by

- establishing a basis for the public transport system to be expanded, resourced and promoted so that by 2020, 20 per cent of motorised trips will be by public transport
- providing for road system management to recognise the needs of all users
- setting priorities for road investment – complete the Mitcham to Frankston corridor, confirm links to regional Victoria, improve arterial roads in outer suburbs, make safety improvements, and improve efficiency for on-road public transport and freight operations
- providing for safe and attractive routes and facilities for active modes of travel such as walking and cycling, to reduce motorised travel and improve health
- strengthening the comparative advantage that Melbourne enjoys from a good freight infrastructure – in terms of ports and associated facilities, airports, rail and road systems – to cater for continued economic growth

### Feedback from the consultation tells us that

- wider thinking is required on funding options – the gap between emerging transport service demands and available funds is highlighted and you advocate the need to explore new funding models
- more attention needs to be given to future road demands and the management of road space
- transport system pricing is as an emerging issue across the world and an area that Victoria needs to keep under review
- you want more detail on how *Melbourne 2030* is to be implemented and funded, in particular the increased commitment to public transport
- you feel that the large number of proposed plans and the lack of a clear integrating mechanism pose the risk that implementation actions may not be integrated

### In implementing the policies in this Direction we commit to

- refining the PPTN for inclusion in the SPPF
- development of the Metropolitan Road and Traffic Management Strategy, an integrated transport plan with actions that include public transport, arterial roads and traffic management
- improving transport links to regional Victoria
- considering new ways of funding public transport
- progressively upgrading security at unstaffed stations with improved lighting and closed circuit television
- reviewing the allocation of priority road space to public transport
- ensuring that public transport services are included in the planning of new growth areas and that sustainable transport options are provided
- working with local councils and their communities to identify barriers to walking and cycling and helping develop initiatives that encourage walking and cycling.
- continuing to recognise motor cycle users as road users

- giving priority to freight and commercial vehicles on designated freight routes
- continuing to recognise walking and cycling in both planning and implementation of *Melbourne 2030*

### **Current projects immediately relevant to implementation of this Direction**

- DOI Corporate Plan
- Growth Area Planning
- Metropolitan Road and Traffic Management Strategy
- Local Government Integrated Transport and Mobility Project (VLGA)
- Arrive Alive
- Red-Spot Program
- Rail Capacity Study
- Public Transport Ticketing Taskforce
- Safe Travel Taskforce
- TravelSMART
- Safe Walking and Cycling Routes to Schools
- Connecting Transport Services Program
- Victorian Level Crossing Upgrade Program
- Pedestrian Rail Crossing Protection Upgrade Program
- MetLink
- Proposed Road Management Bill
- Freight and Logistics Strategy
- Structure Planning Program for Activity Centres
- Activity Centre Design Guidelines
- SEPP (Road Traffic Noise)
- Sustainability in the Built Environment
- ResCode+ (four storeys and above)
- Bicycle Facilities Provisions for the Victoria Planning Provisions

### **Draft Implementation Plans relevant to this Direction**

- Integrated transport
  - Activity centres
  - Growth areas
-

# Policy 8.1

Upgrade and develop the Principal Public Transport Network (PPTN) and local public transport services to connect activity centres and link Melbourne to the regional cities

## Level of comment on this policy

- very high

## Key messages in submissions

- strong support for recognising and upgrading the public transport network and addressing the gaps in the current system
  - support for the development of a Principal Public Transport Network (PPTN) to connect activity centres
  - the 20/2020 target is welcomed, however, a number of submissions think it should be higher while others think it optimistic
  - concern that the central importance of public transport improvements to the strategy has been undervalued
  - concern that *Melbourne 2030* is vague in parts with limited details on the public transport improvements proposed
- 

## Will public transport links be improved and integrated?

### Your comments

The thrust of Direction 8.1 is overwhelmingly supported, but some submitters express exasperation that while upgrading and enhancing public transport links is obviously important, there are still so many areas in which the system needs to be improved.

Submitters take the opportunity to outline a substantial number of potential projects, most noticeably relating to tram line extensions and new rail projects. Further, as noted by Engineers Australia (Victoria Division), there are also serious concerns about the state of existing infrastructure.

The Victorian Local Governance Association (VLGA) welcomes the 20/2020 vision. The Property Council of Australia (PCA) notes that, as a concept, the PPTN provides a useful way of thinking about the complexity of non-car based transport. The City of Glen Eira supports the extension of the public transport network and asks that the targets for public transport be pursued with vigour.

There is strong support for the development of cross-town, or orbital, PPTN routes. In this context submitters raise the possibility of also developing cross-suburbs rail links to complement the existing radial rail system. In

general they would like to see services that are more timely, affordable and easily accessible.

Many submissions highlight the importance of integrating public transport services with urban design, road planning, pricing, car parking and other facilities.

### Our response

A comprehensive PPTN, linking the activity centres and supported by effective local public transport services, will provide a solid public transport framework for *Melbourne 2030*. Following submissions to *Melbourne 2030*, some refinement and changes will be made to the PPTN. A new PPTN will be released as an addendum to *Melbourne 2030* to reflect this. Following this, further adjustments will occur to the PPTN as may be required from time to time.

Upgrading and further developing the PPTN, as well as the local public transport networks, will be a key part of *Melbourne 2030* implementation. Any extensions to the existing public transport system, as suggested by the submitters, would need to be cost-effective. Each proposal will need to be assessed on its merits within a triple bottom line framework. The report for draft Implementation Plan 6 – 'Integrated transport' provides more detail on responses to upgrades to the PPTN.

### Priorities for implementation

In response to your comments we commit to:

- refining the PPTN for inclusion in the SPPF
- assessing each transit proposal on its merits within a triple bottom line framework

We are giving immediate priority to these projects:

- DOI Corporate Plan
- Activity Centre Design Guidelines
- Growth Area Planning

## Where is the specific detail on public transport initiatives?

### Your comments

A number of submitters want specific detail on public transport proposals in *Melbourne 2030*.

The Shire of Nillumbik wants published analysis, research or cost-benefit assessment of options and concepts for changes to the transport system. The City of Brimbank is very supportive of integrated transport planning as the linch-pin in the delivery of a number of the principles of *Melbourne 2030* – but also wants specific actions and prioritising of key projects.

The 20/2020 target receives solid support. Submitters suggest that the 20 per cent modal target will help focus planning on improving public transport patronage. Some feel *Melbourne 2030* should show clearly how this is to be achieved, and that even if achieved it might lead to a false expectation that road congestion could be solved.

### Our response

*Melbourne 2030* provides vision and direction for the growth and development of the metropolitan region over the next 30 years. The high level of detail sought by a number of submitters in relation to transport projects is beyond the purpose of the *Melbourne 2030* document or draft Implementation Plan 6. It is noted that tasks as outlined in the Implementation Plan include planning for the development of more specific implementation actions. These include the progressive completion of regional integrated transport strategies. Future proposals will be subject to rigorous and detailed evaluation to ensure they meet *Melbourne 2030* objectives and that they are cost-effective. This will provide the basis for preparation of forward programs.

In working towards a 20 per cent modal share target for public transport, we recognise that, as the economy and population continue to expand, personal and commercial vehicle travel will also continue to grow in aggregate across

Melbourne, even with the policies proposed in *Melbourne 2030*. Actions will be taken to better manage growth and provide improved road infrastructure where appropriate. The Metropolitan Road and Traffic Management Strategy will focus on issues such as road space management, safety, road improvements in outer areas, and key links. The DOI Corporate Plan will present an integrated program for improvements to tram, train and bus services across the metropolitan area.

### Priorities for implementation

In response to your comments we commit to:

- developing an integrated transport plan with actions that apply to public transport, arterial roads and traffic management

We are giving immediate priority to these projects:

- DOI Corporate Plan
- Metropolitan Road and Traffic Management Strategy

## Will public transport services be fairly distributed and safe for all?

### Your comments

The need to ensure equity in the provision of public transport services is of concern to a number of submitters.

Some want the PPTN to be evenly distributed throughout the metropolitan area.

The Council on Ageing submits that *Melbourne 2030* needs to give clear direction for the development of a comprehensive, safe, affordable public transport network which aims to enhance life opportunities for all, but particularly those on low or fixed incomes.

The Safe Transport Action Group submits that from a wheelchair user's point of view, staffing at stations and on trams is critical to help improve accessibility. Crime Prevention Victoria notes that *Melbourne 2030* should contain specific actions to address overall public safety.

The Catholic Archdiocese of Melbourne feels that *Melbourne 2030* should specifically address equity in the distribution of public transport. The City of Moreland suggests that the three-zone system should be abolished on equity grounds.

### Our response

Equity of access is being addressed on several fronts. *Melbourne 2030*'s Direction 6 – 'A fairer city' outlines initiatives to improve equity by planning for an equitable distribution of social infrastructure, and improving coordination and timing for introducing services and

infrastructure into new development areas. Also, initiatives under Policy 8.3 aim to focus urban development to make jobs and community services more accessible. Draft Implementation Plan 6 – ‘Integrated transport’ aims to improve equity of distribution through its initiatives to:

- improve the reach and quality of public transport so that it is a real choice for more trips
- improve transport links to regional Victoria
- provide for the transport needs of growth areas
- give greater priority to walking and cycling.

Developing the PPTN is one element in addressing equity of access across Melbourne. The way Melbourne has developed, particularly in the 1960s and 1970s, has resulted in a number of Principal and Major Activity Centres that have poor connections to the public transport system. These centres, many of them in the south and south-eastern suburbs, are typically car-oriented shopping centres. Proposals to expand the PPTN seek to link car-oriented centres back into a high-quality public transport network. The PPTN includes cross-town routes that are not currently serviced by any regional service, as well as extending quality services beyond the rail network. By linking Principal and Major Activity Centres, the PPTN will help provide a more equitable level of public transport service, related to population needs, across Melbourne.

The State Government is also working closely with train, tram and bus operators on a staged program to comply with the Commonwealth's Disability Discrimination Act 1992. ‘Superstops’, refurbished trains, and low-floor trams and buses are examples of measures to provide passengers with convenient access to existing public transport networks.

Various initiatives will address safety issues. The Government's ‘Arrive alive’ strategy includes measures to improve the safety of public transport users when accessing public transport, particularly trams, buses and taxis. Designing for community safety in public spaces is one of the fundamental principles for the urban design guidelines outlined in Initiative 5.1.2. Providing safer pedestrian access to activity centres and public transport is a key element of planning for walking. Comments regarding public transport staffing issues are addressed in the response to Policy 8.2 below.

More effort will be made to clearly articulate both the support within *Melbourne 2030* for equity of public service transport service distribution, as well as the principles behind the PPTN. The VLGA Integrated Transport and Mobility project will boost the capacity of local government to deal with transport in a more integrated and equitable way.

#### **Priorities for implementation**

In response to your comments we commit to:

- seeking ways to provide basic mobility for disadvantaged people in areas that have little or no public transport
- improving transport links to regional Victoria
- ongoing work with transport operators to ensure compliance with the *Commonwealth Disability Discrimination Act 1992*

We are giving immediate priority to these projects:

- Growth Area Planning
- Local Government Integrated Transport and Mobility Project (VLGA)
- Arrive Alive

## Will a substantial investment be made in public transport?

### Your comments

Some feel that if the 20/2020 target is to be achieved, the policies outlined in *Melbourne 2030* need to be adequately funded and vigorously implemented.

The City of Knox supports the 20/2020 target but believes it will be unachievable with current policies and resources. The City of Bayside sees the need for a fundamental shift in Government funding priorities. The Council on the Ageing suggests that the Government needs to set timelines and budget allocations for the improved integration of public transport as well as benchmarks for accessibility, affordability, frequency and service coverage.

The Victorian Planning and Environment Law Association (VPELA) submits that not only must there be clear incentives to get people out of private cars, but also disincentives to use cars. The City of Boroondara believes disincentives need to be built into *Melbourne 2030*, such as road pricing, fuel taxes, caps on commuter car parking availability and removal of clearways. The City of Moreland sees the need for pricing policy and other mechanisms to reduce the demand for private car travel.

### Our response

New ways to fund the provision of public transport may need to be considered. Any review would need to be done within a whole-of-government context and consider price signals for resources used, revenue sources and project timing relative to the stream of community benefits. Revised pricing for travel may also need to be considered as part of travel demand management measures generally.

Therefore, investigations on when and how transport infrastructure is funded will continue, as will investigations on travel demand management including pricing mechanisms.

#### Priorities for implementation

In response to your comments we commit to:

- developing an integrated approach to road and transit resource allocation
- considering new ways of funding public transport
- developing actions for travel demand management

We are giving immediate priority to these projects:

- DOI Corporate Plan
- Metropolitan Road and Traffic Management Strategy



# Policy 8.2

Improve the operation of the existing public transport network with faster, more reliable and efficient on-road and rail public transport

## Level of comment on this policy

- high

## Key messages in submissions

- strong support for improvements to the public transport network
- support for general actions, but a need for specific improvements to infrastructure, service integration, safety and access
- neglect of public transport needs to be redressed

## What priority will be given to service improvements?

### Your comments

Many public transport service improvements are suggested.

Better service frequencies and better service coverage, especially during the evening and on weekends, are sought by several submitters. They suggest that frequencies should be at least doubled from current levels to make the system more attractive to users. They suggest better information provision and better education about the public transport system.

They also see a need to improve the reliability of services and scheduling, so that people have confidence to use public transport for daily activities.

Some submitters say the Red-Spot program to reduce public transport delays needs to be justified by increased patronage. It may be more beneficial to reallocate this money to new infrastructure in unserved areas.

The City of Moreland applauds the red-spot initiative and any decision to include VicRoads in improvements to road-based transport, but is unsure who the lead agent is in the decision-making process.

### Our response

Delivering an improved public transport system is one of the main elements of implementing *Melbourne 2030*. Metropolitan bus, tram and train planning through the DOI Corporate Plan will provide the strategic framework for improvement of the public transport network. Improvements in frequency, travel times and reliability will be addressed where needed in the existing network, and will be considered in the

development of the various area and action plans. Priorities for action will be determined on their cost-effectiveness and their consistency with *Melbourne 2030* objectives.

### Priorities for implementation

In response to your comments we commit to:

- developing an integrated transport network

We are giving immediate priority to these projects:

- DOI Corporate Plan
- Red-Spot Program
- Rail Capacity Study

## Will staffing and ticketing issues be addressed?

### Your comments

Many submitters ask that staff be reintroduced to all railway stations and that conductors be reintroduced on trams. Their concerns relate mainly to safety, but also to information provision and accessibility. Several submitters consider the ticketing system unfriendly, and one asks 'how a city priding itself on being the world's most liveable, can put up with bizarrely ineffective ticketing machines'.

### Our response

A ticketing taskforce has been established to advise on improvements to the system. The Government and the private operators have also been working with OneLink to improve the current system. Improvements include a better response time to vandalism, examining the contractual issues involved in the ticketing system, and looking at the way faults are

automatically reported back to central control. The taskforce is also working with the private operators to look at new technologies that might be available for the eventual replacement of the existing ticketing system. In the interim, availability of ticket machines has been dramatically improved.

In regard to staffing at railway stations, the Government is working with operators to increase the number of premium stations. Premium stations are staffed from first to last train and have improved lighting and more secure car parking. In addition, the Transit Police Division maintain a presence on the rail network. Railway stations that are not staffed will also be upgraded progressively with improved lighting and closed circuit television (CCTV) monitored from a nearby premium station or central control desk. All stations are equipped with emergency red buttons that immediately attract the attention of monitoring staff, enabling transit police to be deployed. Further, a Safe Travel Taskforce has been established which includes representatives from the Department of Infrastructure (DOI), the Department of Justice, the Victorian Taxi Directorate, Victoria Police, transport operators and unions. This taskforce identifies strategies to improve the safety and security of public transport users and to coordinate the implementation of these strategies across the system.

A fundamental direction of *Melbourne 2030* involves the encouragement of mixed-use, higher density development in activity centres. A high proportion of all train stations are situated within or near activity centres and therefore will be the focus of increased development compatible with their primary role. Development of housing, retail, cafes or community facilities will be an important means of increasing surveillance and safety through the increased presence of people going about their activities. These opportunities will be actively sought through the structure planning process for all categories of activity centres. VicTrack is also investigating such opportunities at all train stations, whether or not they are located within activity centres.

Addressing personal safety concerns has a high priority, but a return to old staffing levels is not an option. However, we are vigorously pursuing alternative measures, such as those described above, to improve safety.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with operators to increase the number of premium stations staffed from first to last train
- progressively upgrading security at unstaffed stations with improved lighting and closed circuit television
- supporting VicTrack redevelopment projects which seek to encourage a variety of uses in and around rail stations to improve surveillance

We are giving immediate priority to these projects:

- Public Transport Ticketing Taskforce
- Safe Travel Taskforce

## Will access to railway stations be improved?

### Your comments

The Cycling Promotion Fund, Tourism Victoria and Bicycle Victoria comment that access to railway stations should be better. This could include improved bike paths, locking facilities for bikes and coordination of timetables. The need for increased car parking provision at major public transport interchanges and for park and ride facilities is raised by various submitters, including the City of Whittlesea.

### Our response

In planning for public transport, we recognise the importance of better access to railway stations. We expect that actions designed to promote and assist walking as a means of transport will lead to improved pedestrian access to areas such as public transport interchanges and activity centres.

#### Priorities for implementation

In response to your comments we commit to:

- improving access to railway stations and pedestrian access to public transport interchanges and activity centres
- investigating the role and ongoing implementation of park and ride facilities

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Growth Area Planning

## Is there a need for more bus priority measures?

### Your comments

Submitters strongly support the concept of giving buses (and trams) more priority.

Some suggest that instead of investing money in trying to increase road capacity, extra road capacity should simply be handed over to public transport.

The PCA supports the principle of encouraging increased public transport use by giving priority on roads to public transport, but suggests that changes will need broad public support. Unless issues of convenience, speed and directness of journey, safety and personal comfort are also addressed, giving priority to public transport vehicles may not translate into increased passenger loads.

Another submitter suggests that as trams have their own lane, the same should be provided for buses. Also, the bus-only lane should be painted a different colour.

### Our response

The Metropolitan Road and Traffic Management strategy will address the issue of increased bus and tram priority, together with the needs of on-road freight. The issue of allocating road space to public transport is being dealt with on a corridor-by-corridor basis, as with the Tram 109 project (see *Melbourne 2030*, page 151).

#### Priorities for implementation

In response to your comments we commit to:

- investigating the allocation of specific road space to public transport

We are giving immediate priority to this project:

- Metropolitan Road and Traffic Management Strategy

# Policy 8.3

Plan urban development to make jobs and community services more accessible

## Level of comment on this policy

- low

## Key messages in submissions

- support for integrating land use and transport when planning new development
  - qualified support for requiring integrated transport plans for developments
  - need for coordination and consistency on the issue of transport access and residential and activity centre development
- 

## Will the requirement for integrated transport plans in new major developments be more clearly defined?

### Your comments

Despite general support for this initiative, submitters such as Manningham and Moreland city councils raise concerns. They want to know which developments will require an integrated transport plan, and they want the level of detail that is required to reflect the scale of the development and the opportunities for local transport networks. Moreland City Council and the City of Yarra say that undertaking such a role is beyond the scope of resources and tools currently available to local government. They suggest a framework is needed to outline the funding and process for stakeholder input.

Several submissions from local councils indicate that the State Government should lead new initiatives for ensuring that public transport is placed in new developments, and that it should provide most of the funding, given the current strain on resources at municipal level. Yarra stresses the need for more support to local government to pursue legislative and other measures to reduce the impact of development on on-street parking. The Australian Greens say councils need to pursue more effective parking permit schemes and precinct plans to enforce car-free development, adding that coordinated planning must take place well before private sector development. The PCA submission calls for a formal process for the State Government and its agencies to be involved in the local transport and planning process.

### Our response

Most significant developments are required to undertake road traffic assessments; these

requirements are to be redefined to include all modes. Some funding has been provided for local government to develop public transport proposals. Provisions are being considered for State agencies to be able to prepare Development Contribution Plans (DCPs). These are used where there is a demand created for improved infrastructure and community services. Initiative 8.4.3 also proposes investigating using development contributions to help fund planned transport infrastructure to meet new community needs.

Initiative 8.3.3 aims to develop design criteria and standards not covered by ResCode, so that public transport services are included in the planning of new growth areas from the outset. Policy 8.4 also commits to the inclusion of sustainable transport options into new growth areas through the development of integrated transport plans.

The review of metropolitan parking policies will also consider policy issues relating to parking standards in the Victoria Planning Provisions.

On an individual development scale, there is the opportunity for building on the experience and processes of the TravelSMART Better Ways to Work Program, which encourages workplaces to develop access plans for their sites.

The development of regional integrated transport strategies, each covering a number of municipalities, will also provide State and local government and the private sector with a transport framework for making more informed decisions in relation to transport implications of new developments. The Integrated Transport and Mobility project, led by the VLGA, should help increase the general awareness of local government about integrated access and mobility planning.

We will further define the role and scope of the regional integrated transport strategies and growth area integrated transport plans with

input from stakeholders. This will be undertaken in conjunction with Initiative 9.4.3, which aims to provide clear guidance about the role and responsibilities of State and local government when implementing *Melbourne 2030*.

#### **Priorities for implementation**

In response to your comments we commit to:

- expanding traffic assessment requirements for new developments to cover all modes
- ensuring that public transport services are included in the planning of new growth areas
- a review of metropolitan parking policies

We are giving immediate priority to these projects:

- Growth Area Planning
- TravelSMART
- Local Government Integrated Transport and Mobility Project (VLGA)

### **How will walkers and cyclists be encouraged?**

#### **Your comments**

Encouraging walking and cycling requires concrete actions and support through funding, according to some submitters. Creating plans is not enough. As well, local community input is needed before walking and cycling action plans are implemented. See the discussion relating to draft Implementation Plan 6 – ‘Integrated transport’ for more specific comments about walking and cycling.

#### **Our response**

Funding for on-ground improvements to facilitate walking and cycling will be considered by the Government as part of its budget process. Planning is being undertaken to ensure that any investments deliver high returns to the community.

The responsibility for providing walking and cycling infrastructure is shared between State Government agencies and local government. The development of measures to encourage walking draws on the knowledge and experience of various state and local agencies involved in promoting walking. The implementation of initiatives at the local level will depend on the relevant local council utilising its knowledge of issues within the area.

Similarly, planning for bicycles will require coordination and cooperation between a number of organisations: VicRoads (for the Principal Bicycle Network - PBN), Parks Victoria (for recreational trails) and local government (for

local bicycle networks). Again, this will require input from the community.

One example of how plans can be translated into concrete actions is the Victorian Greenhouse Strategy’s program ‘Reducing the Barriers to Walking and Cycling to Schools’. This is being undertaken by DOI, VicRoads and the Department of Education and Training. It will work with participating schools to identify local barriers to walking and cycling, and to develop measures to address specific barriers in each location. This experience will be used to develop a toolkit for other schools.

#### **Priorities for implementation**

In response to your comments we commit to:

- working with local councils and their communities to identify barriers to walking and cycling and helping develop initiatives that encourage walking and cycling

We are giving immediate priority to this project:

- Safe Walking and Cycling Routes to Schools

### **Can better access be provided for the transport-disadvantaged?**

#### **Your comments**

The VLGA and the Safe Transport Action Group raise the need to integrate the transport-disadvantaged into the metropolitan transport system. They believe that all public transport and taxis should be accessible by wheelchair, and that grade separation should be achieved at railway crossings. There is also a call for communities to be housed where jobs are located and for infrastructure improvements to be directed to existing urban areas where transport facilities are currently poor.

#### **Our response**

To increase accessibility on public transport, the Government has developed an Action Plan for 21st Century Accessibility. The Department of Human Services’ State Disability Plan Implementation Plan 2002-2005 commits to supporting other government departments to develop and implement similar disability action plans. The Accessible Transport Unit has been created within DOI to:

- provide policy and planning advice to the Government, operators and the community
- facilitate solutions to accessibility issues across the public transport system
- support making transport information available for people with disabilities.

Accessibility information is continually upgraded to keep all public transport patrons informed of transport choices. The Connecting

Transport Services program also ensures that new facilities comply with the Disability Discrimination Act 1992 in providing access to people with disabilities, including wheelchair users and/or sight-impaired passengers.

Safety at rail crossings is being given priority and new crossings are to be grade-separated. The Victorian Level Crossing Upgrade program progressively upgrades and improves safety protection at railway level crossings across the state. Similarly a Railway Pedestrian Crossing Upgrades committee is to be established to consult with train operating companies and councils to establish priority sites for upgrade works.

New public transport routes are being planned and existing routes revised through Government initiatives such as metropolitan tram, bus and train planning. Subregional integrated transport strategies will also provide development and management frameworks that address all forms of transport needs within existing urban areas. See also comments on equity of access in the responses to Policy 8.1.

#### Priorities for implementation

In response to your comments we commit to:

- supporting the Accessible Transport Unit within DOI that will:
  - provide policy and planning advice
  - help improve accessibility across the public transport system
  - support provision of transport information for people with disabilities

We are giving immediate priority to these projects:

- Connecting Transport Services Program
- Victorian Level Crossing Upgrade Program
- Pedestrian Rail Crossing Protection Upgrade Program

## Is provision of transport services and infrastructure more important than land use planning?

### Your comments

Some submitters feel there is over-reliance on planned and designed land use change as a way of reshaping transport behaviour. The University of Melbourne's Faculty of Architecture, Building and Planning submits that transport networks and services should have been the main element of *Melbourne 2030*. It

believes that a focus on existing networks would lead to land use change.

### Our response

Land use planning tools can be used to provide greater opportunities for people to walk, cycle and use public transport but this is not the only method. The most effective way to manage our future demands for access and mobility is through a combination of actions. These include providing more sustainable travel choices, introducing incentives to influence demand by encouraging people to choose the most efficient form of transport, and promoting more appropriate land development.

Bringing together a range of initiatives, such as bus, tram, train and road network planning, is an important element of the development of forward programs and allocation of resources. These infrastructure and service improvements will be complemented with travel demand management programs, including behavioural change initiatives, to encourage travel patterns that are more sustainable.

## Do we need to recognise the full cost of each mode of transport?

### Your comments

Some submitters call for management of development and service provision using budgetary and financial management techniques. For the funding and provision of transport services, for example, the University of Melbourne's Faculty of Architecture, Building and Planning suggests a more rigorous assessment of potential actions such as road pricing and development levies. Its submission calls for the recognition of the full cost of travel for all modes, including the parking required by private motor vehicles.

### Our response

Pricing is one way of influencing travel demand and choice of modes, but pricing changes can have many direct and indirect impacts. These must be better understood before consideration of an increasing role for pricing as a demand management and/or funding mechanism. The effects of transport pricing initiatives overseas and interstate will continue to be monitored. See draft Implementation Plan 6 - 'Integrated transport'.

#### Priorities for implementation

In response to your comments we commit to:

- seeking a national approach to efficient and equitable pricing for travel by all modes

# Policy 8.4

Coordinate development of all transport modes to provide a comprehensive transport system

## Level of comment on this policy

- low

## Key messages in submissions

- support for the principle, but questions about how it will work
- 

## Are corridor strategies required?

### Your comments

Some submitters support the corridor approach to preparing transport system plans. The City of Casey calls for corridors to also be recognised as economic regions. Some wonder whether the Scoresby Corridor will be truly developed for all modes. Others call for the corridor concept to be extended to rail corridors (for example, to Melbourne Airport), while another wants the concept applied to existing inner areas that have problems of traffic congestion. The City of Greater Dandenong puts the view that the Princes Highway corridor through Dandenong needs to be considered and the potential role of a Dandenong southern bypass recognised.

### Our response

Integrated planning needs to be applied to areas and corridors depending on the regional context (for example, the economic importance of a corridor may be significant) and could be applied to both new and developing areas. This approach is adopted in subregional integrated transport strategies such as the Inner West Integrated Transport Strategy, and corridor studies such as the Westgate Bridge Study. The total transport network will be considered in evaluating how best to meet future transport needs in particular areas, including additions to the network in the case of growth areas.

Integrated transport strategies will be prepared from a triple-bottom-line perspective, having regard to all modes and the integration of land use and transport.

### Priorities for implementation

In response to your comments we commit to:

- developing corridor strategies from a triple bottom line perspective, having regard to all modes and the integration of land use and transport

## Should land be reserved for future transport uses?

### Your comments

Several submitters are concerned that inadequate attention is being given to providing land for future rail and road infrastructure. For instance, Wyndham City Council believes particular action is required to identify reservations for future rail and road infrastructure, as well as identifying new railway lines and bus routes.

### Our response

Provisions exist in the VPPs for land to be reserved by an amendment to the relevant planning scheme. Corridor and area integrated transport strategies will be used to develop the basis of need for land for transport infrastructure. Factors to be taken into account include potential future demand in the corridor, the development pressures that might impact on the corridor, the risk if the potential route is lost, and the cost of reserving the land.

### Priorities for implementation

In response to your comments we commit to:

- considering the need to reserve land for transport infrastructure following strategic corridor and area studies

## What about motorcycles?

### Your comments

One submitter notes that motorcycles are not discussed and should be included.

### Our response

In a broad strategic context motorcycling is considered with driving, both being travel involving use of a private motor vehicle. Within a 30-year planning horizon there may be all sorts of variations in small private vehicles and the differences between motorcycles and very small cars are likely to be blurred.

The Metropolitan Road and Traffic Management Strategy will address road management issues for motorcycles, and the Government's 'Arrive alive!' strategy considers safety for motorcyclists.

#### Priorities for implementation

In response to your comments we commit to:

- continuing to recognise motor cycle users as road users

We are giving immediate priority to these projects:

- Metropolitan Road and Traffic Management Strategy
- Arrive Alive

## And what about air travel?

### Your comments

Tourism Victoria feels the longer term planning needs of Melbourne Airport should be considered.

### Our response

The OECD's *Territorial Review of Melbourne*, which was released in October 2003, notes that Melbourne Airport, 'which in contrast to Sydney has no curfew, constitutes a competitive advantage with potential for substantial growth to keep pace with strong increases in passenger and cargo traffic'.

Melbourne Airport is operated by a private company under an arrangement made by the Commonwealth Government. Its importance is recognised for both passengers and freight, and land access to it is vital for Victoria. Measures are in place to protect the airport's 24-hour curfew-free status. Bus access is assisted through traffic management priority and there will be a reservation for a future transit link. See also Policy 4.3, which deals with the protection and enhancement of potential for future development of the region's airports.

#### Priorities for implementation

In response to your comments we commit to:

- continuing to work with the operators of Melbourne Airport and the Commonwealth Government on strategic issues



## Is institutional change required?

### Your comments

A few submitters raise the need for institutional change, to clarify responsibilities for strategic transport planning and to ensure greater coordination and cooperation between public transport operators. The Public Transport Users Association expresses concern that improved coordination between operators may not be achievable under current arrangements.

### Our response

We face some embedded difficulties in the franchise arrangements for public transport that were made by the previous Government. These are the subject of work to minimise operational problems in the short to medium term, where possible and within contractual constraints. For example, the new Metlink brand will represent suburban trains, trams and buses as well as public transport information services. This initiative will ensure coordinated system-wide marketing, including signage, customer information, advertising and public relations. New contract arrangements are being developed to establish a new relationship with the franchise operators.

Further institutional adjustments across the transport agencies are not under consideration at this time.

#### Priorities for implementation

In response to your comments we commit to:

- working to minimise operational problems with the franchise arrangements and devising new contracts with franchise operators

We are giving immediate priority to this project:

- MetLink

## Should provisions for developer contributions apply to all areas?

### Your comments

A balanced approach to funding of transport infrastructure is sought by several submitters. The City of Maribyrnong suggests that funding from public and private sources be used to ensure that necessary transport infrastructure is provided, especially in the redeveloped inner city areas. It feels most of this should come through a revised process for transport-related developer contribution plans or other planning tools.

### Our response

Reforms to the Development Contributions System announced by the Minister for Planning in November 2002 can be applied to existing areas. The reforms will enable:

- guidance for developers and councils on how to prepare development contributions plans
- clearer principles for sharing the costs of infrastructure amongst developers
- simpler options for charging for development contributions plans.

*Melbourne 2030's* Initiative 8.4.3 commits to the development of new approaches and guidelines to better apply development contribution plans so as to help with the delivery of transport infrastructure.

#### Priorities for implementation

In response to your comments we commit to:

- pursuing reforms to the Development Contributions System

# Policy 8.5

Manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure

## Level of comment on this policy

- high

## Key messages in submissions

- support for more active management of the road system
- a range of views on the balance between public transport and private vehicles
- greater recognition for the role of roads

## How can congestion be alleviated?

### Your comments

The expected level of traffic growth on the road network is a cause for general concern. Some submitters, such as the PCA, acknowledge that the road system will remain an important means of transport for private and freight activities. The City of Melbourne seeks recognition of the multiple functions served by arterial roads, including through traffic, local traffic and servicing abutting properties. The RACV says that because the demand for using existing arterial road space often creates high levels of congestion, an agreed strategy is needed to ensure that the space is used in the best possible way; this should be based on a functional hierarchy of roads.

Many submissions call for investment in rail and road management strategies as a way of minimising congestion, as opposed to road construction. The Public Transport Users Association claims current policies that emphasis road construction as a means to reducing congestion are wrong and should be changed. Balance Research Inc. believes good management means letting roads get congested and managing for safety, not capacity.

### Our response

The Metropolitan Road and Traffic Management Strategy will address issues relating to the management of road space, the identification of major infrastructure needs and road network improvements particularly in the outer suburbs of Melbourne. The proposed Road Management Bill will establish a coordinated management framework for public roads to promote safe and efficient use of roads. It will establish a

classification system for State roads and set clear principles for division of responsibilities between State and local road authorities.

We recognise the strategic importance of alleviating congestion at key bottlenecks on freeways and arterial roads to achieve an efficient network, to reduce emissions and hence people's exposure to air pollution 'hot-spots', and to make the most effective use of the existing road infrastructure. Through network and service improvements in conjunction with demand management strategies and behavioural change programs, such as TravelSMART, we aim to increase the use of public transport, walking and cycling. This will not remove congestion from the road network but will help to relieve it.

### Priorities for implementation

In response to your comments we commit to:

- giving priority to relieving congestion in the inner and middle suburbs by more efficient use of the available road space
- developing an integrated transport plan with actions that apply to public transport, arterials roads and traffic management

We are giving immediate priority to these projects:

- Metropolitan Road and Traffic Management Strategy
- TravelSMART
- Proposed Road Management Bill

## How can we resolve conflicts between heavy vehicles and other road users?

### Your comments

Submitters seek strategies to preserve local amenity and avoid conflicts between heavy vehicles and other road users, such as pedestrians and cyclists. The City of Melbourne suggests increasing the amount of freight moved by rail and restricting heavy vehicle and freight movement to major roads and freeways as opposed to local roads. The City of Maribyrnong proposes improving road freight access from the Port of Melbourne to the freeway network in order to reduce truck traffic through the streets of Maribyrnong. Wyndham City Council believes roads should be managed to achieve greater efficiency, with upgrades to the road freight network to developing industrial areas.

### Our response

The approach we take to metropolitan roads and traffic management will indicate the way road space should be shared between freight and other road users. With an expected increase in public transport use this may reduce levels of congestion on particular routes. When planning transport systems, we will continue to recognise the need for heavy vehicles to effect local deliveries using the urban road network. Achieving the Government's rail mode share target of 30% of port-related freight by 2010 will help shift some freight movement from the road network.

The Freight and Logistics Strategy will provide a framework for infrastructure investment, management, policy and pricing decisions for the next 20 to 30 years. Regional integrated transport strategies will address the relative roles of road and rail freight and its integration with other transport demands.

#### Priorities for implementation

In response to your comments we commit to:

- giving priority to freight and commercial vehicles on designated freight routes

We are giving immediate priority to these projects:

- Metropolitan Road and Traffic Management Strategy
- Freight and Logistics Strategy

## Will public transport services be upgraded and emphasised?

### Your comments

Most submitters want a greater focus on public transport infrastructure and services, to encourage increased patronage. There is concern that continued emphasis on road projects conflicts with the main aims of *Melbourne 2030*, particularly the 20/2020 vision. The Environmental Planning Group of the Planning Institute of Australia (PIA) expresses concern about the lack of limits on new freeways. The Australian Greens (Victorian Division) and the Warrandyte Community Association believe that building new freeways will generate significant amounts of new motor vehicle traffic and pressure for development, which will undermine attempts to increase public transport patronage.

Some submitters suggest that road funding should be allocated to areas such as public transport, freight infrastructure and services, activity centres, open space and public housing. The City of Yarra supports future upgrading of the road system that favours public transport, walking and cycling.

### Our response

We recognise the challenges faced by on-road public transport, particularly those services that link suburbs. It is planned to designate particular (cross-town) bus and tram routes (the PPTN) for travel time and reliability improvement, in line with achieving higher patronage targets. In achieving these improvements there will be competing demands with other road user groups. A framework for dealing with these competing demands will be developed as part of the Metropolitan Road and Traffic Management Strategy.

We accept the need to improve the reliability of road-based public transport and reduce its travel times. Trams, buses and taxis need an efficient road network. A strategy for developing and delivering these improvements is under way as part of the Metropolitan Road and Traffic Management Strategy, while service improvements will be outlined in the DOI Corporate Plan. VicRoads will also investigate opportunities to utilise Intelligent Transport Systems (ITS) technologies to provide motorists with information about public transport alternatives for their trips.

The road system will remain the key element in the region's transport system. As Melbourne grows so will road traffic, including private motor vehicles, freight and commercial vehicles, trams and buses, walkers and cyclists. While constant attention will be given to road system management and travel demand management, new or improved roads will still need to be considered to address specific transport problems when remedies based on other solutions (such as public transport improvements) have been exhausted or are not appropriate. New roads will be needed in outer suburbs and other roads will need to be upgraded to serve the future mix of users. An increase in public transport use, walking and cycling is not expected to fully compensate for the growth in future demand for motor vehicle trips on the road system, even if the percentage of private motor vehicle trips declines. Future road improvements will present opportunities, however, to improve travel times and reliability for trams, buses and freight vehicles.

**Priorities for implementation**

In response to your comments we commit to:

- investigating strategies for improving travel time and reliability for selected cross-town bus and tram routes
- developing an integrated transport network
- investigating of ITS technologies to provide information about public transport alternatives

We are giving immediate priority to these projects:

- Metropolitan Road and Traffic Management Strategy
- DOI Corporate Plan

# Policy 8.6

Review transport practices, including design, construction and management, to reduce environmental impacts

## Level of comment on this policy

- low

## Key messages in submissions

- support for the initiatives
  - strong support for assessing transport projects against social, economic and environmental factors
  - agreement on the need to reduce road and rail noise, especially in residential areas
  - support for greater sensitivity to environmental values and native vegetation when considering future transport links, especially in the green wedges
- 

## What environmental impacts might result from higher density development?

### Your comments

The impact that higher density housing and activity centres may have on the environment is raised. In particular, submitters link increased noise and air pollution, caused by an increase in the number of cars on the road and resulting congestion, to increased density in built-up areas.

Marshall Day Acoustics suggests broad initiatives to counter the inevitable conflict between increased urban density and noise. These include developing a working definition of sustainable noise environments, developing comprehensive, flexible and effective environmental noise legislation for Victoria, and identifying and preserving areas of tranquillity. The Eastern Coalition on Transport and the Environment asks that VicRoads' noise policy be amended to comply with World Health Organisation recommendations that night-time speed restrictions be applied to trucks and that the use of noisy 'Jacob' brakes be banned on freeways and off-ramps. The Flemington Association also complains about noisy truck brakes, which affect sleep patterns of thousands of people.

Moreland City Council contends that an initiative must be included in *Melbourne 2030* to address the impacts that higher density housing will have on the environment. Moreland submits that it would be useful to have access to research about the environmental impacts of higher urban densities, and stresses the

importance of traffic and car parking strategies to address these concerns. The City of Maribyrnong asks that major transport routes bypass residential areas and that the existing freeway network be used more effectively.

### Our response

We acknowledge the potential link between increased housing density and increased traffic density, an indicator directly relevant to air quality and noise. However, the environmental policies embodied in *Melbourne 2030* are designed to mitigate these problems. For transport, we are planning for an increased use of walking, cycling and public transport to lessen the growth in number and length of car trips, particularly in higher density areas. Similarly, integrated transport and land use planning and encouragement of mixed use development around activity centres should encourage use of more sustainable travel modes and greater containment of travel within neighbourhoods.

As discussed in Policy 7.6, air quality in Melbourne has improved. With the progressive tightening of new vehicle emission controls we expect this improvement to continue. This will offset potential negative impacts of increased traffic densities in some areas. Local structure planning for activity centres will also consider street design and traffic routes in order to minimise people's exposure to harmful pollutants. See the design guidelines for activity centres in Appendix 3 of draft Implementation Plan 4 – 'Activity centres'.

Traffic noise is being addressed by EPA Victoria through development of a State Environment Planning Policy (SEPP) on road traffic noise. The SEPP will consider:

- the motor vehicle – reducing noise from individual vehicles and reducing use of the motor vehicle
- roads – reducing noise emitted from traffic flows on the road network
- the noise receptor – reducing noise impacts on people at home or at noise-sensitive buildings.

Night-time speed restrictions are considered on a case-by-case basis by VicRoads and local government. ‘Jacob’ brakes are the subject of a noise test being developed by NRTC; any future regulation would be introduced at a national level. The activity centre performance criteria outlined in draft Implementation Plan 4 – ‘Activity centres’ includes controlling noise levels to an acceptable level within areas near sensitive uses. Similarly, Initiative 5.1.3 outlines the development of performance criteria and standards on noise for subdivision and new development not covered by ResCode – this project is known as ResCode+. Policy 5.1 in this report also recommends a review of the Building Act and the Building Code to incorporate sustainability objectives (see also Policy 7.8).

#### **Priorities for implementation**

In response to your comments we commit to:

- ensuring that air quality and noise are considered in strategic planning at all levels, to mitigate against the potential impacts of increased densities
- considering travel demand management actions
- developing initiatives that encourage walking and cycling

We are giving immediate priority to these projects:

- Structure Planning Program for Activity Centres
- Activity Centre Design Guidelines
- SEPP (Road Traffic Noise)
- Sustainability in the Built Environment
- ResCode+ (four storeys and above)

## **Are evaluation guidelines needed for transport services?**

### **Your comments**

There is strong support for evaluation guidelines to encompass all facets – social, environmental and economic – but specific aspects of the process are also mentioned. For example, Engineers Australia (Victorian Division) believes projects need to be subjected to a thorough risk assessment to reduce environmental and economic costs.

One submitter mentions the need to protect important native vegetation (according to the Native Vegetation Management Framework) when considering future transport links such as roads and railways. Another submitter believes road development in green wedges needs to be sensitive to environmental values and that no major truck routes should be permitted.

The City of Manningham asks that environmental impact and construction guidelines (Initiative 8.6.1) be based on better than minimum standards and principles of ‘net gain’.

### **Our response**

Sustainability considerations (incorporating environmental, social and economic factors) are included by DOI in the evaluation of transport projects. Risk assessment is also undertaken on major projects as part of their scoping and evaluation. Consideration of the wider implications of a decision allows greater potential for protecting valued community assets. For instance, in the development of subregional integrated transport strategies such as the Inner West Integrated Transport Strategy and Northern City Central Corridor Study, social, environmental and economic objectives for the regions were established through consultation with the local community.

Future transport links in or near green wedges will be in accordance with the Government’s policy set out in *Melbourne 2030* and the *Planning and Environment (Metropolitan Green Wedges Protection) Act 2003*.

#### **Priorities for implementation**

In response to your comments we commit to:

- continuing to refine and apply triple bottom line evaluation guidelines

# Policy 8.7

Give more priority to cycling and walking in planning urban development and in managing our road system and neighbourhoods

## Level of comment on this policy

- medium

## Key messages in submissions

- broad support, particularly for end-of-trip facilities for cyclists
- 

## Will *Melbourne 2030* explicitly recognise the benefits of cycling and walking?

### Your comments

A number of submitters want *Melbourne 2030* to support and encourage the major benefits of encouraging a modal shift to cycling and walking. Bicycle Victoria defines the benefits of cycling as improved public health, safety and equitable access, reduced environmental impacts and emissions, and better operation of the transport system. Some, including the City of Melbourne, feel that cyclists and pedestrians are overlooked, and that their chosen means of transport is not recognised as a transport mode in its own right.

### Our response

Wide-ranging benefits can be derived by encouraging more sustainable travel, especially through walking and cycling.

The increasing role of walking and cycling is recognised in the development of implementation actions for *Melbourne 2030*. Planning for actions to assist walking is currently under way and further development of cycling initiatives is proposed.

The profiles of walking and cycling (and the benefits of encouraging them) are being raised so that their role as transport modes in their own right is properly recognised.

Note that most submissions received in relation to this policy refer to initiatives and implementation issues. These comments are addressed in responses to draft Implementation Plan 6 - 'Integrated travel'.

### Priorities for implementation

In response to your comments we commit to:

- continuing to recognise both walking and cycling in implementation of *Melbourne 2030*

We are giving immediate priority to this project:

- Bicycle Facilities Provisions for the Victoria Planning Provisions

## Should cycling and walking be treated separately?

### Your comments

While submitters show general support for the policy statement, some ask for walking and cycling to be considered as separate policy areas. The needs of walkers are different to those of cyclists, each group requiring its own policy and infrastructure treatment. There is also a concern that by grouping the two modes together they become marginalised and do not receive fair treatment. Submissions from Moreland City Council and the City of Yarra note that initiatives under this policy tend to focus on cycling.

### Our response

We are planning separately for each mode, to ensure that particular issues relating to walking or cycling are addressed. While both are sustainable non-motorised modes, in some areas they need individual policy responses.

### Priorities for implementation

In response to your comments we commit to:

- giving separate consideration to the specific needs of walkers and of cyclists

# Policy 8.8

Promote the use of sustainable personal transport options

## Level of comment on this policy

- medium

## Key messages in submissions

- support for Green Travel Plans and TravelSMART programs
  - some doubt that sustainable transport can be achieved
- 

## How can we raise awareness of the benefits of alternative means of travel?

### Your comments

Raising awareness about travel options other than private cars is mentioned in a number of submissions as a way of encouraging use of these options. The Glenhuntly Progress Group recommends that a promotion campaign be undertaken to raise awareness of alternative means of travel. Other submitters express the need to promote transport outcomes alongside the benefits of using more sustainable modes, such as the health benefits that accrue to people who walk to public transport as part of their daily exercise routine.

### Our response

Through programs such as TravelSMART, we are raising community awareness about the various travel choices available. For instance, TravelSMART Communities works at household level to provide information about travel choices that can be easily adapted to a person's lifestyle. This approach recognises the need to encourage people to take the most appropriate form of travel for a particular trip. Small changes made at an individual level add up and can ultimately provide the community with significant benefits. We also need a cultural shift within organisations and among individuals in order to obtain a significant sustained travel behavioural change. It is important for governments and major organisations to constantly reinforce the need for action, creating incremental changes and leading by example. DOI's Green Travel Plan, which encourages staff to use environmentally friendly forms of transport whenever possible, is an example of the Government leading by example.

Various public transport education programs exist to familiarise people, especially students, with how the public transport system works and

how to travel more safely. For instance 'Every Trip Counts', a partnership between secondary schools and public transport operators in Victoria, provides a teaching resource for students to learn about public transport and its benefits for the environment and the way we live.

The value of working across jurisdictions and realms of responsibilities is recognised in order to encourage more sustainable travel. For example, work on developing initiatives that support walking is being undertaken across government. This approach recognises that an increase in walking can achieve other objectives beyond transport, such as obesity prevention, community participation, and greenhouse gas emissions abatement.

Note that most submissions received in relation to this policy refer to initiatives and implementation issues. These comments are addressed in responses to draft Implementation Plan 6 – 'Integrated transport'.

### Priorities for implementation

In response to your comments we commit to:

- working with relevant agencies to help promote awareness of the wide range of benefits of using travel modes other than the car for some trips

We are giving immediate priority to these projects:

- TravelSMART
- MetLink
- DOI Green Travel Plan



## Are we taking an integrated approach to sustainable transport?

### Your comments

Promotion of the use of sustainable transport modes needs to happen at the same time as improvements to public transport services or better provision for pedestrians and cyclists, according to a number of submitters. The City of Yarra comments that it is difficult to promote the use of public transport in areas where a service is offered that can not compete with the private car. The Town and Country Planning Association of Victoria says the location of activities and land use planning are important elements in reducing motorised travel.

### Our response

An integrated, holistic approach is being adopted to encouraging more travel by public transport, walking and cycling. Integration underpins our efforts to work towards achieving the 20/2020 vision. See also the comments made in the response to Policy 8.1 regarding the role of transport infrastructure and land use policy in changing travel behaviour.

We are working on better communication of the synergies between the various initiatives being undertaken on this matter (including those outside the transport field).

#### Priorities for implementation

In response to your comments we commit to:

- developing an integrated approach to road and transit resource allocation
- expanding traffic assessment requirements for new developments to cover all modes
- developing an integrated transport network
- developing an action plan for travel demand management

We are giving immediate priority to these projects:

- Metropolitan Road and Traffic Management Strategy

## What is the detail on the review of parking policies?

### Your comments

Parking policy is seen in several submissions as one of the most critical elements of Direction 8 - Better transport links. Knox City Council, for example, asks that local government be a joint lead agency in the review. Some submitters, such as Moreland City Council, claim that *Melbourne 2030* should give direction on parking policy, especially in view of its usefulness as a tool to discourage excessive car use. The City of Melbourne believes the review should focus on implementation mechanisms rather than policy.

A number of submitters believe we should reduce reliance on parking and numbers of car parking spaces in activity centres, in order to improve amenity and reallocate road space to other users. For instance, Bicycle Victoria calls for the gradual removal of car parking spaces, while the PCA expresses the need for caution in limiting parking as it may create serious unintended impacts. Others, such as the City of Melbourne, support policies to provide parking for shoppers and short-term users while discouraging commuter parking, preferring commuters to use public transport. Still others, including Saturn Corporate Resources Pty Ltd, give encouragement for the provision of park and ride and inexpensive commuter car parking at outer suburban public transport interchanges.

### Our response

Stakeholders will be involved in reviewing parking policy. We will work with local councils and other stakeholders to review the current practice and policies relating to parking. Implementation issues will be an important consideration and will be addressed as part of the review process.

As a result, the review may suggest changes and implementation mechanisms to improve economic, social and environmental outcomes for the community.

#### Priorities for implementation

In response to your comments we commit to:

- ensuring consideration of the full range of issues associated with parking provisions

We are giving immediate priority to these projects:

- Review of Management of Kerbside Space on Arterial Roads



# Direction 9

## Better planning decisions, careful management

### Melbourne 2030 aims to achieve better planning decisions and careful management by

- committing to examining and addressing current impediments to the smooth operation of the planning system, at levels ranging from the review of planning schemes to the expansion of the planning workforce
- seeking to speed up the process of getting planning permits and, when disputes arise, to resolve them as smoothly as possible
- seeking to ensure consistent, informed, integrated and careful implementation through close and ongoing involvement between government and local councils
- providing a rigorous and continued process of reporting, consultation, review and community involvement
- seeking to involve the community and provide a holistic way of solving problems in local areas through a place management approach

### Feedback from the consultation tells us that

- you support initiatives to build a larger planning workforce while making the planning system less complex and improving its decisions
- you support more resources for the Victorian Civil and Administrative Tribunal (VCAT)
- you are aware of the importance of adequate resources for local government
- you are aware that the successful and ongoing implementation of *Melbourne 2030* will depend on strong partnerships between State and local government, and involvement of the community and stakeholders

### In implementing the policies in this Direction we commit to

- providing more training and development opportunities for planners
- investigating a range of options to improve the planning system
- providing information to the community on implementation activities and progress
- providing opportunities for local government to have a genuine influence on the implementation processes
- providing access to additional resources in the short term to assist with implementation of *Melbourne 2030*

### **Current projects immediately relevant to implementation of this Direction**

- PLANET
- Better Decisions Faster
- Streamlined Planning through Electronic Applications and Referrals (SPEAR)
- *Melbourne 2030* Implementation Reference Group
- Growth Area Planning
- Transit Cities
- Regional Housing Working Groups
- Structure Planning Program for Activity Centres
- *Melbourne 2030* Website
- Implementation Program
- Local Government Assistance Fund
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Committees for Smart Growth
- Structure Planning Program for Activity Centres

### **Draft Implementation Plans relevant to this Direction**

- Advisory Notes – Implementation in the planning system
  - Housing
  - Growth areas
  - Activity centres
-

# Policy 9.1

Achieve better planning decisions

## Level of comment on this policy

- high

## Key messages in submissions

- support for reduced complexity and improved decision-making processes and support for the proposals of the Whitney Committee (Report 1)
  - support for more resources for VCAT
  - concern about the role of VCAT and a perception that it 'overrides' local decisions
  - a need for consistency between Planning Panels Victoria and VCAT decisions about *Melbourne 2030*
- 

## Can we enlarge the planning workforce and also educate its users?

### Your comments

A number of local councils support this initiative. Stonnington City Council recommends that a taskforce be established to consider options. Nillumbik emphasises the need to educate the community as it is a significant player in the planning process. Hobsons Bay wants more education for the community and the industry. Melbourne suggests an implementation plan or standing committee to oversee the initiative. Manningham would support a program to provide training opportunities for young or student planners.

Individual submitters also support training initiatives. The Upper Beaconsfield Conservation Group believes the State Government should train a larger planning workforce.

### Our response

These suggestions are consistent with initiatives already started by DSE with the establishment of PLANET. Therefore implementation of Initiative 9.1.1 which aims to build a larger planning workforce and provide more training and development opportunities for people involved in the development approval system, will proceed with the involvement of local councils.

### Priorities for implementation

We are giving immediate priority to this project:

- PLANET

## Do we need to improve the quality of planning applications?

### Your comments

Submissions generally support the aim of improving the quality of planning applications by providing training to industry about application requirements, and promoting the use of pre-application certification of applications by private planners.

Stonnington City Council recommends that the application requirements currently located at various parts of planning schemes should, where possible, be consolidated in one part of the scheme. It also suggests standardising the information requirements for different types of applications (with the exception of a few specific requirements). This should be the subject of a practice note.

Pre-application certification is supported in most submissions that address this issue, although the City of Darebin has reservations that it could lead applicants to expect a fast track to approval. Maribyrnong wants the process to include accreditation. Stonnington is not convinced that it leads to time-saving and trust, and wants proof of stakeholder and community acceptance. Nillumbik's support is conditional on mandating third party consultation.

## Our response

The level of support offers strong encouragement to continue developing this initiative. The Minister has released 'Better Decisions Faster', a discussion paper that builds on the outcomes of the Whitney Committee and sets out a range of options to improve the planning system. Submissions are invited until 8 November 2003.

On 13 August 2003, VCAT's President Justice Stuart Morris announced reforms to the Planning and Environment List to reduce the time taken for applications to VCAT to be decided. Stage 1 of the reforms were made on 1 September 2003 focussing on assisting objectors in the first stages of their applications. This is already reducing the time between some applications being made and the listing of a final hearing date. Stage 2 of the reforms commenced on 1 October 2003 with changes to VCAT's procedures including the establishment of a Practice Day Procedure to deal with urgent matters, a Prompt Final Hearing Procedure for minor appeals not involving objectors (the final hearing may be within eight days of the application) and allowing developers who require priority to be able to speed the process by being able to provide 'practice note information' to the VCAT to assist in early listing.

### Priorities for implementation

In response to your comments we commit to:

- investigating a range of options to improve the planning system

We are giving immediate priority to this project:

- Better Decisions Faster

## Should guidelines and standards be simpler, clearer and more specific?

### Your comments

The aim is to reduce the number of matters that need planning approval. We also want to simplify procedures and clarify rules, and provide more specific decision guidelines and performance standards. *Melbourne 2030* suggests this be done by amending the VPPs and planning schemes. There is general support for this approach.

Darebin is concerned about certainty and consistency of performance-based measures. It also suggests setting the framework for development approval through structured planning processes that will reduce the need for permits. Hobsons Bay suggests reducing the minimum requirement for planning permit applications. Cardinia supports Initiative 9.1.3 but is concerned that one result of implementing *Melbourne 2030* will be increased permit requirements. VPELA generally supports the initiative and the performance-based system.

Individual comments include opposition to local councils issuing permits to themselves, the need for councils to have more control over local decisions, support for streamlining permits that are required for subdivision, the need for improved notice procedures for more prescriptive controls, and reduction in the need for permits. The MBA supports removing third party appeals in certain zones and growth centres, and reducing the need for permits. Application of a time limit for approval of plans is also addressed.

### Our response

A number of options for simplifying procedures are included in the 'Better Decisions Faster' discussion paper.

## Should councils streamline lodging and handling of planning applications?

### Your comments

Comments support the development of an online application management system through the Land Exchange initiative, and encourage councils to implement electronic application management systems to deal with applications more efficiently.

### Our response

In May 2003, the Government introduced a new process for pre-lodgement certification of planning permit applications. The pre-lodgement certification provides written confirmation that an application is of a suitable standard in the opinion of the certifier. The application can then be lodged with council and advertised immediately, without prior assessment by council planners.

The streamlining of lodging and handling planning applications is being assisted by the Streamlined Planning through Electronic Applications and Referrals (SPEAR) project as part of the Land Exchange Program.

The initial stage of SPEAR will enable subdivision applications to be lodged and tracked online. As the Land Exchange develops, SPEAR will extend its focus to enable planning and building applications to also be lodged and tracked online and referred electronically to stakeholders for comment.

Implementation of this initiative is being explored with local councils and other stakeholders.

#### **Priorities for implementation**

We are giving immediate priority to this project:

- Streamlined Planning through Electronic Applications and Referrals (SPEAR)

## Can the amendment process be improved?

### Your comments

Darebin City Council's submission asks that the amendment process be addressed. It seeks timelines for panel hearings, the receipt of panel reports and the time taken by the Minister to make a decision.

### Our response

A number of options for improvements to the amendment process are included in the 'Better Decisions Faster' discussion paper.

# Policy 9.2

Speed up resolution of appeals

Level of comment on this policy

- medium

Key messages in submissions

- reiteration of the messages in Policy 9.1 about the need for more resources for VCAT, a review of its role, and concern that it is seen to override local decisions
  - support for action to improve the appeals process
  - support for more resources for local councils
- 

## How can we smooth the resolution of disputes and the likelihood of their occurrence?

### Your comments

Submitters supporting techniques and guidelines for dispute resolution include Manningham, Maribyrnong, Stonnington and Moreland City Councils. In deciding on best-practice methodologies for community engagement and consultation about planning issues so as to reduce the need for dispute resolution, Stonnington says it is necessary to acknowledge differing community composition and needs. One submission suggests local government committees of adjustment in Ontario, Canada as a model for a dispute resolution system.

Manningham City Council submits that a clearer definition of the weight and role of local policy would reduce appeals. Melbourne recommends building on the recommendations of the Reference Group on Decision-Making Processes (Whitney Committee). Moreland asks for more State Government input into local policy, while Hobsons Bay supports more consistent policy that reflects community aspirations.

The Upper Beaconsfield Conservation Group asks the Government to ensure that all decision-making processes are transparent and guided by environmental policies, advice and community environmental concerns. Individual submitters would like more weight to be given to local policies at VCAT.

*Melbourne 2030's* Initiative 9.2.2 aims to improve the process for the amendment of plans after a planning permit application has been lodged, but Stonnington Council does not agree to amended plans being permitted at appeal.

### Our response

The recommendations of the Whitney Committee involve possible changes to the operation of the planning system. They align with submissions received on these issues and will be pursued along with other options included in the 'Better Decisions Faster' discussion paper.

## Should VCAT be given more resources and support?

### Your comments

Stonnington believes a more comprehensive review of VCAT is needed than that proposed, but suggests that support of local policy would reduce the number of appeals at VCAT. Eighteen other submissions call for a review of VCAT. Hobsons Bay City Council and the City of Greater Geelong support more resources but Greater Geelong also recommends reviewing the qualifications of members of the tribunal.

The Heritage Council believes that providing more resources to local government would be more effective than more resources to VCAT.

### Our response

Extra resources have already been provided to VCAT. This has increased the number of tribunals that can sit and the proportion of cases heard by two-person rather than a single-person tribunal. It has also reduced the time taken to deal with planning appeals.

Other initiatives that deal with the operation of the Tribunal have also been announced by VCAT.



# Policy 9.3

Keep *Melbourne 2030* up to date

## Level of comment on this policy

- low

## Key messages in submissions

- strong support for this policy
  - importance of ongoing consultation with stakeholder groups and the community
  - need for an annual community update report, progress reports and monitoring to ensure real accountability
  - need for flexibility and to allow for change
- 

## Will there be regular consultation with stakeholder groups and the community?

### Your comments

The commitment to establish processes for regular consultation with major stakeholder groups is generally supported by submitters. Many express their willingness to work with Government throughout the implementation of *Melbourne 2030*. For example, the PIA indicates that it looks forward to a strong partnership, and the HIA advises that it will be pleased to work with the Government as responses to *Melbourne 2030* are collated and during the implementation of initiatives over time.

Some make suggestions about the timing, form and resourcing of future consultation. Knox City Council believes the Government must identify from the outset the stakeholder groups it intends to consult with regularly on the progress of implementation. Manningham emphasises the importance of timing and resourcing consultation mechanisms to allow thoughtful and genuine stakeholder participation. The PCA suggests the need for a commitment from Government to act on the issues raised by stakeholders through consultation. The UDIA emphasises that actions proposed, particularly relating to the growth areas, activity centres and green wedges, should allow for the involvement of industry organisations or key developers in the relevant growth areas. Knox City Council submits that the Government should consult with local government before deciding to undertake any major review of the VPPS and State Planning Policy Framework (SPPF) to make them consistent with *Melbourne 2030*.

The importance of encouraging members of the community to participate in the ongoing development and implementation of *Melbourne 2030* is emphasised by a number of submitters. For example, SOS comments that:

'It will take many years to implement Melbourne 2030. Community ownership and acceptance need to be sustained over that long period of time. Contentious issues are bound to arise from time to time. The consultation mechanisms developed to implement Melbourne 2030 need to provide an effective and efficient way of including the views of all major stakeholder groups.'

SOS provides a detailed three-tiered proposal for consultation, which includes a state reference group or advisory council, regional working groups and consultative steering committees at the local level. One submitter suggests that Victorians should be rewarded for their ongoing participation through an incentive scheme for ideas that are accepted.

The Government's announcement of its plans to establish an Implementation Reference Group draws some comment. For example, the PCA - which originally suggested the group - believes this group will play a vital role in developing effective partnerships between State and local governments, industry organisations and the community and ownership amongst these groups. The PCA makes detailed suggestions on the functions, operation, resources, structure and membership of the group. Submitters further suggested that it is important to use appropriate levels of support and engagement with DSE and DOI to fully realise the potential value of the Implementation Reference Group.

## Our response

In relation to concerns about planning reform, fairness and consideration of grievances and submissions, it should be noted that *Melbourne 2030* is based on the principles of inclusiveness, partnership and adaptability. *Melbourne 2030* makes a strong commitment to consider the needs, values and aspirations of all individuals and groups throughout its implementation while managing urban and regional growth and change and carrying out the processes of planning at all levels. Planning for change and ensuring an ability to adapt to change is integral to *Melbourne 2030*, which also emphasises the Government's commitment to work in a collaborative manner with local government, non-government organisations, the private sector and the community. Reflecting these commitments, the submissions analysis process has involved in-depth consideration of the issues raised by all submitters.

We recognise the importance of engaging stakeholders in the implementation of *Melbourne 2030*. Accordingly, the Implementation Reference Group includes representatives of peak business, local government, community and professional organisations. Beyond this, many other groups will be consulted and engaged in the ongoing implementation process, through mechanisms such as the Committees for Smart Growth, Regional Housing Working Groups (RHWGs) and processes led by local government, such as structure planning. This reflects the implementation model advocated by Save Our Suburbs in its submission.

Encouragement for members of the community to participate in the ongoing development and implementation of *Melbourne 2030* will also be integral to implementation. Stakeholders will be kept informed of opportunities to be involved through the *Melbourne 2030* Website ([www.melbourne2030.vic.gov.au](http://www.melbourne2030.vic.gov.au)). We do not consider an incentive scheme appropriate, as it could be perceived as devaluing some views and may alienate some people.

## Priorities for implementation

In response to your comments we commit to:

- actively engaging the community in the implementation of *Melbourne 2030*
- providing information to the community on implementation activities and progress

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- *Melbourne 2030* Website
- Growth Area Planning
- Transit Cities
- Regional Housing Working Groups
- Structure Planning Program for Activity Centres

## Will there be regular reporting to the community?

### Your comments

There is general support for our commitment to produce an annual Community Update report that highlights progress with implementation and the emergence of new trends. However, a number of submitters comment on its detail. For example, the PCA suggests this report must be specific, and provide key performance indicators and real accountability rather than being a 'marketing exercise'. The City of Maribyrnong suggests that *Melbourne 2030*'s Initiative 9.3.2 should not refer simply to 'trends' but to 'development, environmental, economic or social trends that may have a bearing on future reviews of the strategy or may lead to reprioritising implementation actions'. Knox City Council asks that the Government outline how it intends to collect data from local government and what additional support it will provide.

### Our response

The annual Community Update report will provide real accountability by detailing progress with *Melbourne 2030* implementation, including areas where progress may not have been made. It will include initiatives and projects that have been started, are under way or complete as well as best practice examples and case studies, monitoring of details, and details of relevant emerging trends.

Also, it will focus on the work of a range of stakeholders, in particular State and local government. DSE will work with local councils to identify and source relevant information and case studies.

We propose that update reports will be web-based to enable ease of dissemination, to reflect the Government's commitment to environmental responsibility, and to provide opportunities for integration with other parts of the website (such as progress reports and monitoring – see below).

#### **Priorities for implementation**

In response to your comments we commit to:

- providing real accountability in the annual Community Update report on progress in implementing *Melbourne 2030*

We are giving immediate priority to these projects:

- Implementation Program
- *Melbourne 2030* Website

### **Can you give more detail on progress reports and monitoring?**

#### **Your comments**

The proposal to establish a website with progress reports, data, trends and other information to help with understanding and applying *Melbourne 2030* is generally supported. However, Knox City Council suggests the Government needs to state what information will be reported on the proposed website and whether it will highlight both State and local government initiatives. The City of Maribyrnong suggests that 'any data and derived trends should, where appropriate, be prepared on a municipal basis to allow relative assessments to take place'.

A number of submitters believe progress should be tracked with a detailed monitoring program. The City of Maribyrnong emphasises the need 'to provide a comprehensive and rigorous monitoring framework' and would also like to see a detailed monitoring section as part of *Melbourne 2030*. The PIA's Environmental Planning Group sees a need to identify more performance standards or benchmarks. The City of Melbourne suggests that a monitoring framework should be included as part of implementation. Similarly, Brimbank City Council proposes the incorporation of appropriate timelines and monitoring indicators to gauge success of implementation. The Australian Institute of Urban Studies (Victorian Division) suggests developing a clear set of indicators to help with monitoring *Melbourne 2030*'s implementation. It also suggests that DSE instigate a formal process of indicator development. This would ensure data consistency between agencies, produce data in a low-cost (preferably free) form for the end

users, and publishes practice notes and the like to help practitioners in gathering and publishing indicators. One submitter feels the Government should provide detail on how large-scale projects will be monitored to ensure that *Melbourne 2030* principles are followed throughout.

#### **Our response**

Like the annual Community Update report, the website will highlight the activities of a range of stakeholders, in particular State and local government. The site has already been updated a number of times since the launch of *Melbourne 2030* to provide information about implementation activities. When possible and appropriate, data will be provided at municipal level.

We encourage interested individuals and groups to subscribe to the *Melbourne 2030* electronic mailing list on the *Melbourne 2030* Website ([www.melbourne2030.vic.gov.au](http://www.melbourne2030.vic.gov.au)) for ongoing reports on progress.

DSE is developing a program to monitor progress in delivering initiatives and projects, and progress in moving towards *Melbourne 2030* outcomes. This program will be developed in consultation with key stakeholders.

#### **Priorities for implementation**

In response to your comments we commit to:

- consulting with key stakeholders on the development of methods for monitoring progress and outcomes

We are giving immediate priority to these projects:

- Implementation Program
- *Melbourne 2030* Website

## Will the review process be flexible?

### Your comments

Many submitters emphasise that *Melbourne 2030* must be a living document, flexible enough to allow change if it is not achieving its outcomes, or if external circumstances alter. Banyule City Council comments that 'effective implementation will be critical to ensuring that *Melbourne 2030* is a viable and actively pursued Strategy, as will be the need to ensure it is refined and amended so as to be responsive to its context and community needs'.

There is general endorsement for the proposal to set up a formal process to review *Melbourne 2030* at least once every five years - and for the need to ensure there is real accountability for progress made (or any lack of it). In other words, the review process should not be superficial. Manningham City Council highlights the importance of linking the formal review process to the monitoring and reporting cycle so that decision-making is continually reviewed and reflects the findings of the monitoring system. One submitter suggests that implementation should continue during the review of *Melbourne 2030* (unless conflict over implementation is the cause of the review).

The timing for reviews draws comment. Knox City Council suggests the State Government should undertake a formal review of *Melbourne 2030* every three years in accordance with the requirement specified in the Planning and Environment (Planning Schemes) Act 1996 that local governments review their Municipal Strategic Statements (MSS) every three years. Knox also suggests that the State Government should articulate how it will address issues raised in local government MSS reviews as part of the monitoring and review of *Melbourne 2030*. Similarly, the City of Maribyrnong wants to see a system review considered to establish a sound operating connection between the review of *Melbourne 2030* and the review of planning schemes. The City of Maribyrnong also recommends that DSE should provide a Practice Note detailing the systems, assessment performance criteria, data collection and record keeping formats it requires local councils to set in place for the review of *Melbourne 2030*.

Moreland City Council believes *Melbourne 2030* should include a clear outline of how local government will be consulted in its review.

### Our response

The formal review process will be developed to provide real accountability and will be closely linked to the *Melbourne 2030* monitoring framework.

In addition, local government will be consulted about the process to be followed to review *Melbourne 2030* and the role it will play. Other stakeholder views will also be sought in developing the review process.

To maintain momentum, it is proposed that implementation will continue during reviews. The Implementation Reference Group will also play a key role in maintaining momentum throughout the implementation of *Melbourne 2030*.

Consideration will be given to a number of options by which the three-yearly review cycle for council MSSs could be more clearly aligned with the five-yearly reviews of *Melbourne 2030*.

#### Priorities for implementation

In response to your comments we commit to:

- providing real accountability through the formal review process
- consulting with local councils about the proposed review process
- involving the *Melbourne 2030* Implementation Reference Group in progressing the implementation program
- considering options for how the three-yearly review cycles for Municipal Strategic Statements could be aligned with the five-yearly reviews of *Melbourne 2030*

We are giving immediate priority to this project:

- Implementation Program

## Can the name of Direction 9 better reflect policy content?

### Your comments

Banyule City Council submits that the key policies included under Direction 9 relate to partnerships and consultation and that these issues should be reflected in the Direction name itself.

### Our response

The importance of partnerships and consultation is recognised, but we consider that the current Direction 9 heading is adequate and that the policies clearly communicate *Melbourne 2030*'s intent in relation to partnerships and consultation.

# Policy 9.4

Develop a strong partnership with local government

## Level of comment on this policy

- medium

## Key messages in submissions

- general agreement that a strong partnership between State and local government is a useful approach and can deliver successful implementation of *Melbourne 2030*
- 

## Will there be a strong and enduring partnership between State and local government?

### Your comments

Many submitters, particularly local councils, highlight the need for local government to have an active role in planning the implementation of *Melbourne 2030*. They are adamant that a 'top-down' approach by State Government to setting tasks and timelines is not appropriate, and would undermine an effective partnership with local government. This active role includes ensuring local government presence on all relevant decision-making bodies, such as the Implementation Reference Group and Committees for Smart Growth, to ensure that local interpretation and application and local government concerns and constraints are taken into account. Knox and Nillumbik councils ask that local government be allowed to identify its own 'Priorities for implementation', reflecting the priorities of local communities and already incorporated in the corporate planning of councils. Some submitters, particularly community organisations such as SOS, feel that the role of local government in implementation had not been made clear in the strategy. The MAV highlights the need to clarify roles and responsibilities and the value of producing a formal charter for implementation, signed by State and local government.

Genuine opportunities to influence implementation processes and mechanisms are important to local government, and many local councils ask for active involvement in determining respective State and local roles. The MAV reports that a process where 'the State sets some broad directions and works with local governments to flesh out the detail of how best to achieve them' is a useful model. Feedback from forums for Mayors, councillors and senior officers held during the consultation period suggests this model is seen to offer a reasonable basis for a good partnership and will provide

local government with an opportunity for real influence.

### Our response

An active local government presence is essential on all relevant decision-making bodies, for an effective partnership and for implementation of *Melbourne 2030*. Close liaison has been maintained with local councils and local government associations throughout the development and release of *Melbourne 2030*, and representatives from the MAV and the VLGA are on the Implementation Reference Group, an inclusion 'widely welcomed by the sector' according to the MAV.

Ensuring opportunity for local government to have genuine influence on implementation processes is effective and valuable. Setting the broad directions is a State Government responsibility, and must remain so. However, there is considerable scope for local government to influence the process and respond to the priorities of their local community within the framework of the broad direction. The Local Government Assistance Fund provides local government with a funding source to help councils identify and implement changes so as to ensure that their corporate planning reflects *Melbourne 2030*.

There must be clarity on the roles and responsibilities of State and local government. The Minister for Planning has indicated support for further discussions between DSE, councils and local government associations to achieve this. One option which might be considered is a formal charter for implementation, developed with input into its nature, form and content from the Implementation Reference Group.

### Priorities for implementation

In response to your comments we commit to:

- providing opportunities for local government to have a genuine influence on the implementation processes
- providing access to additional resources in the short term to assist with implementation of *Melbourne 2030*
- considering a formal charter for implementation agreed to by both levels of government

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Local Government Assistance Fund
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Regional Housing Working Groups
- Committees for Smart Growth

### How will such a partnership be created?

#### Your comments

The importance of a strong partnership between State and local government is widely accepted, but many submitters, particularly local government, are unclear about how such a partnership will be established. The PCA supports the development of a planning extranet to help local councils in implementing *Melbourne 2030*, but notes that such a tool is no substitute for effective face-to-face forums and liaisons. The MAV makes detailed suggestions about how to create and maintain the strong partnership desired. These include establishing a nominated councillor with 'portfolio' responsibility for *Melbourne 2030* matters as part of each council's annual election of Mayor, council committees and MAV and VLGA delegates, and ensuring ongoing education and information provision between State and local government.

### Our response

Appropriate processes to create and maintain a strong partnership with local government need to be negotiated. These are being developed and established in close liaison with local government associations, and directly with councils. While the development of a planning extranet will be a valuable tool for local government implementation of the Strategy, this is an adjunct to first-person contact. Clarifying roles and responsibilities, as discussed above, will help in developing partnership processes.

### Priorities for implementation

In response to your comments we commit to:

- developing a variety of processes for creative and proactive partnership
- providing information and assistance to local government on implementation of *Melbourne 2030*

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Local Government Assistance Fund
- Metropolitan Fringe Councils – Strategic Planning Partnership
- Regional Housing Working Groups
- Committees for Smart Growth

### How will local councils fund the work?

#### Your comments

Resourcing is a primary concern for many submitters, particularly local government and industry bodies. They stress that local government does not have the capacity to effectively implement *Melbourne 2030* without adequate additional resources. A number of non-metropolitan councils are concerned that *Melbourne 2030* will have significant impact on their municipalities, yet they are unable to access the same levels of implementation funding as the metropolitan councils.

Feedback from the MAV senior planners and the forums for Mayors and senior officers highlight concerns about what one submitter calls 'the State's unwillingness to commit in advance to a forward capital investment program whether for transport or other infrastructure'. There is concern, too, that the State has not committed to continue the operation of the targeted funding pool beyond 2003-04. The MAV reports that local government will 'advocate for a statement of principles regarding the resources,

to be included in any statement of role and responsibilities'. While many submitters express concern about the availability of adequate financial resources, others are also worried about finding appropriately skilled personnel to undertake the strategic planning, monitoring, evaluation and other work required to implement *Melbourne 2030*.

### Our response

Implementation of *Melbourne 2030* will require significant local government resources. The Local Government Assistance Fund has been established, providing each metropolitan council with a base grant of up to \$100,000, and creating a targeted fund of \$2.5 million to support specific projects led by local government that address priority implementation issues.

The \$2.5 million in targeted grants will fund projects which include:

- 17 projects covering 23 activity centres, the majority of which are activity centre structure plans
- 3 projects to prepare green wedge action plans covering 5 of the 12 green wedges
- 4 projects that directly relate to the growth area planning work
- 2 studies relating to industrial land
- 5 diverse projects including pedestrian plan work, research into the needs of new residents in medium density housing, support for virtual reality technology for urban planning and funding for an inner metropolitan regional framework.

Other funding programs, such as Transit Cities and Pride of Place, continue to be available and can support actions to further *Melbourne 2030* implementation. Government resources will continue to be applied, working on implementation with local governments. *Melbourne 2030* commits to improving the performance of the planning system, providing support to expand the planning workforce and increase the skill level of planning professionals (through mechanisms like 'Better Decisions Faster' and the PLANET Program). All these measures will help local government.

Work has begun to help non-metropolitan councils to increase their strategic planning capacity, involving DSE and the Department of Victorian Communities (DVC). The Strategic Planning Partnership program, a joint DVC/DSE and local government funded program to address urgent short-term planning pressures in non-metropolitan municipalities, is available to help those councils experiencing particular growth and development pressures to undertake projects that met the program's objectives.

Ongoing liaison between State and local government will ensure that additional resourcing needs can be identified. Monitoring and evaluation of current implementation measures will be useful in determining whether more resources are needed, and the most appropriate means of providing these. Measures to address identified needs will be considered in the context of State Government budget processes.

*Melbourne 2030* is a high-level 30-year strategic plan, and funding for its many shorter term initiatives is subject to assessment and prioritisation through normal State Government budget processes. As such, it is not possible for the Government to commit to a forward capital investment program. However, the Multi-Year Infrastructure Investment Strategy (MYS) provides a long-term view of infrastructure investment opportunities available to Government that are best able to address Government policy outcomes (including *Melbourne 2030*). It enables timely project planning and funding decisions for significant capital works projects, in recognition of the long lead time for some projects and to help with leveraging of private sector investment in Victoria. The MYS is an ongoing program with State departments and agencies.

#### Priorities for implementation

In response to your comments we commit to:

- evaluating ongoing funding requirements as *Melbourne 2030's* implementation progresses
- improving the performance of the planning system and providing support to expand the planning workforce and increase its skill levels

We are giving immediate priority to these projects:

- Metropolitan Fringe Councils – Strategic Planning Partnership
- Local Government Assistance Fund
- Better Decisions Faster
- PLANET

# Policy 9.5

Implement *Melbourne 2030* in an integrated way which involves the community

## Level of comment on this policy

- medium

## Key messages in submissions

- support for this policy and confirmation of the importance of community involvement
- requests for further development of the place management concepts
- desire to confirm the Government's genuine commitment to community involvement

## Related draft Implementation Plans

- Activity centres
- 

## How will we ensure continual community involvement?

### Your comments

Submissions express strong support for community involvement at all stages and for the initiatives to deliver this policy. Such involvement is seen as critical to successful implementation of *Melbourne 2030*. The PCA is cautious, however, about the possibility of local groups hijacking the process, and wary of potential frustration for project developers if the community is involved in the detail of developments.

The City of Manningham suggests there may be possible contradiction with Initiative 9.1.3, which aims to reduce the number of matters that need planning approval.

A number of individuals and groups question the extent of commitment to community involvement, and some express scepticism about the Government 'really listening' to community views. A number of submitters, especially local councils, emphasise the need for cultural change to meet the objectives of *Melbourne 2030* and highlight the role community involvement can play in this.

The VLGA also stresses that education and community engagement will be necessary to manage inherent tensions and avoid conflict and that this needs to be part of the implementation plan. It says local government will need to be an integral part of this process.

A few suggest particular tools and mechanisms to help with community participation, for instance the use of visual representation, such as 'PhotoFutures', to demonstrate different scenarios.

RMIT University suggests there is an opportunity for university campuses to advance the directions and policies promoted in *Melbourne 2030*. An example could be use of their community programs to encourage contact with groups that are hard to reach.

### Our response

Community involvement and engagement will be critically important to ensure initiatives are supported and are transparently implemented. There will be continued commitment to community involvement in implementation of *Melbourne 2030* and delivery of Policy 9.5. Programs relating to cultural change are being developed and these are addressed in the 'Implementing *Melbourne 2030*' section of this report.

Inclusiveness is one of *Melbourne 2030*'s fundamental principles. It includes 'consideration of all needs, aspirations and points of view'. The need to embrace a range of views is recognised and is incorporated in *Melbourne 2030* in the policies and initiatives on consultation.

Concerns about contradiction with Initiative 9.1.3 are noted, but it is not the intention of Policy 9.1 'Achieve better planning decisions' to eliminate or reduce community involvement. Indeed, community involvement through place management can improve planning decisions and reduce the likelihood of disputes. Greater community involvement in setting planning policies will lead to more ownership and acceptance by the community when policies are implemented. We will continue to support the development of more sophisticated consultation and engagement strategies at local level, and to promote best practice examples.



In implementation, especially in relation to structure planning, we will consider the use of mechanisms to assist consultation, particularly those that use visual representation to show change (see also the section on structure planning in draft Implementation Plan 4 – ‘Activity centres’).

#### **Priorities for implementation**

In response to your comments we commit to:

- involving the community in the implementation of *Melbourne 2030*
- supporting the development of consultation and engagement strategies

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Growth Area Planning
- Transit Cities
- Structure Planning Program for Activity Centres

## **How will the place management initiatives be developed?**

### **Your comments**

While supporting the initiatives, some submissions suggest they need further development. For instance, the City of Maribyrnong states that ‘community building and place management are powerful techniques to engage local communities’. But they want more detail on how this is to be applied. The PCA says that ‘the concept of place management has inherent merit but in practice is still a fairly new and untested idea in the planning community in Melbourne. Hence the place management approach needs to be better understood and debated before any major steps are taken in this direction’.

The City of Manningham supports place management but also suggests that more detail is needed, emphasising that local government should be recognised as the local planning authority.

Submissions also suggest that this approach should be applied to implementation of *Melbourne 2030* generally.

### **Our response**

Implementation of Initiative 9.5.2 will include further development of the concepts set out in *Melbourne 2030* (page 168) and further debate. The approach will be applied across implementation of *Melbourne 2030* and in all significant Government development projects.

#### **Priorities for implementation**

In response to your comments we commit to:

- pursuing a place management approach in all significant Government development projects

# Implementing *Melbourne 2030*

## Level of comment on this section

- medium

## Key messages in submissions

- need for strong leadership and bipartisan support
  - need for a comprehensive and integrated implementation program
  - the importance of cultural change and community education
  - strong support for a partnership approach with local government and the importance of adequately resourcing local government
  - the need to ensure that decision-making and transitional arrangements maintain the integrity of *Melbourne 2030*
  - the importance of State Government investment and budget decisions in delivering *Melbourne 2030*
- 

## How will we ensure strong leadership and bipartisan support?

### Your comments

The need for strong leadership from the State Government is emphasised by many submitters, who stress that policy and legislation should not be 'watered down'. The City of Darebin submits that all parties must have confidence in the State's commitment to the strategy and its leadership in pursuing goals. The PIA calls for strong Ministerial leadership to be complemented by consistent decision-making at officer level across all relevant Government departments. Similarly, the PCA believes the Government must coordinate overall implementation of *Melbourne 2030* to avoid a fragmented response from individual local governments and other key stakeholders.

A few submitters, including the PCA and the Habitat Trust, highlight the need for bipartisan support and for the Opposition to be kept informed of the directions that Government is taking with *Melbourne 2030*.

### Our response

We recognise the importance of strong State Government leadership in ensuring the successful and effective implementation of *Melbourne 2030*. *Melbourne 2030* makes a strong commitment to keeping all stakeholders informed of the directions the Government is taking with implementation. The *Melbourne 2030* Website will continue to be updated as implementation activities progress.

The importance of coordination across government has been recognised and is a key project consideration. For example, the recently established Implementation Reference Group includes senior departmental representatives as observers at meetings to ensure that there is shared understanding of relevant implementation issues across government.

In relation to the need for bipartisan support, we note that there is a good history of bipartisan support for past metropolitan strategies. *Melbourne 2030* provides confirmation of principles that are supported by all parties. The five-yearly reviews will provide a vehicle for successive governments to refine the strategy.

### Priorities for implementation

In response to your comments we commit to:

- keeping all stakeholders informed of the directions the Government is taking with respect to implementation
- ensuring that all Government departments are involved in the implementation program
- undertaking five-yearly reviews of *Melbourne 2030*

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Implementation Program
- *Melbourne 2030* Website

## Is more detail needed on implementation plans and the implementation program?

### Your comments

A number of submitters see a need for more implementation details. Brimbank City Council suggests that while the various actions and tasks listed within the draft implementation plans provide a good framework, more comprehensive work is needed. The RAIA feels that *Melbourne 2030* should identify initiatives extending beyond five years. Brimbank recommends that the State Government prepare a five-year workplan, incorporating appropriate prioritisation of actions and tasks, to help councils with budgeting and planning for the delivery of key projects. Submitters also emphasise the need to leave scope for innovation and ideas, and to focus on outcomes.

Some suggest that there is a need for implementation plans that cover all areas of *Melbourne 2030*. The City of Kingston flags the need to prepare, in the near future, additional implementation plans on issues such as the environment and economic development. Similarly, Banyule City Council feels an implementation plan on sustainability and economic development is urgently needed. The City of Darebin asks for a plan that addresses issues such as linear open space, open space linkages, vegetation protection in urban environments, and sustainable built form. The City of Melbourne suggests that implementation plans are needed to cover all aspects of implementation across government action over the next five years, showing opportunities for partnerships with local government and other groups. One submitter suggests *Melbourne 2030* should be refined and broadened in conjunction with other agencies and that there is a need to

build in the work of other government agencies so that strategic planning covers social, economic and environmental domains.

Many submitters offer comments that relate to the scope and implementation of specific initiatives and suggestions about the relative priorities of initiatives. Discussion of these comments is included under the relevant implementation plans and policies in this report.

### Our response

Economic, social and environmental matters are integral to *Melbourne 2030*, but the document is not an economic development plan, a community development strategy or a comprehensive environmental management plan. Rather, it gives a high-level overview of the directions metropolitan Melbourne is expected to take and its clear focus is the management of future growth, land use and infrastructure investment, while providing a vital context for other sectoral plans in areas like transport and housing.

However, we recognise the need for an integrated and comprehensive view of implementation actions over the next five years. A five-year Implementation Program has been prepared, to cover all aspects of *Melbourne 2030* and provide a comprehensive view of implementation actions over the next five years, including prioritisation of actions and the roles of State and local government and other stakeholders. The implementation program will be included on the *Melbourne 2030* Website to enable it to be kept updated. Comments made in relation to specific initiatives and suggestions about the relative priorities of initiatives will be used to inform development of the five-year Implementation Program.

As part of the five-yearly reviews, action plans will be developed for the forthcoming five-year period.

### Priorities for implementation

In response to your comments we commit to:

- providing an integrated and comprehensive implementation program covering all aspects of *Melbourne 2030* over the next five years
- developing the future implementation initiatives as part of the five-yearly review

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Implementation Program
- *Melbourne 2030* Website

### How will ongoing contact with the wider community be achieved?

#### Your comments

The need for an education, marketing and cultural change program is emphasised by a number of submitters. Banyule City Council suggests that cultural change will be needed to successfully accommodate additional households in accordance with *Melbourne 2030*. Similarly, the City of Darebin urges the development of an education and marketing program to increase general understanding and acceptance of the strategy. To maximise community understanding of *Melbourne 2030*, the MAV emphasises that the State Government should make an ongoing commitment to promote *Melbourne 2030*'s vision and the benefits it is trying to achieve. Similarly, the PCA believes *Melbourne 2030* will be successful only if there is community and stakeholder ownership.

#### Our response

We recognise the importance of increasing general understanding and acceptance of *Melbourne 2030*. There is a commitment to promoting *Melbourne 2030*'s vision and benefits throughout its implementation.

Since the launch of *Melbourne 2030*, contact has been made with more than 5000 people through presentations and workshops and more than 59,000 people - mostly families - have viewed the *Melbourne 2030* display at Melbourne Museum. In addition, some 40,000 people attended the Sustainable Living Festival where *Melbourne 2030* featured prominently in the Government marquee, and contact was made with more than 3000 people through the *Melbourne 2030* stand at the HIA Home Ideas Show.

The *Melbourne 2030* Website ([www.melbourne2030.vic.gov.au](http://www.melbourne2030.vic.gov.au)) will also play an integral role in keeping all stakeholders and the community informed of actions being undertaken and the strategic basis for these actions. The website has been updated a number of times since the launch of *Melbourne 2030*, including information about ongoing implementation activities, and information on the strategic basis for activity centres and the important role they will play in achieving *Melbourne 2030*'s vision.

Improved community understanding of *Melbourne 2030* will also be built through implementation activities such as structure planning, Regional Housing Working Groups (RHWGs) and Committees for Smart Growth. The *Melbourne 2030* Implementation Reference Group will play a key role in communicating the importance of *Melbourne 2030* to stakeholders and the wider community.

### Priorities for implementation

In response to your comments we commit to:

- promoting *Melbourne 2030*'s vision and benefits throughout its implementation
- continuing to interact with and inform the community at special events
- maintaining easy access to current information on the progress of implementation
- improving community understanding through involvement in key projects

We are giving immediate priority to these projects:

- Growth Area Planning
- Structure Planning Program for Activity Centres
- *Melbourne 2030* Website
- Regional Housing Working Groups
- *Melbourne 2030* Implementation Reference Group

## How will we ensure sustainability in decision-making?

### Your comments

Submitters show general support for *Melbourne 2030's* focus on sustainability in decision-making, with a number emphasising its importance in successfully delivering *Melbourne 2030*. The PIA indicates that a whole-of-government approach to sustainability is required and that there is a need to establish, monitor and report against a critical set of performance criteria based on sustainability. The PIA's Environmental Planning Group suggests exploring the concept of developing an environmental checklist for future land use and development. The City of Darebin believes *Melbourne 2030* should be specific in developing sustainability targets, specific performance measures and a process for meeting these targets with appropriate incentives.

### Our response

It should be noted that the State Government has put legislation in place to appoint a Commissioner for Environmental Sustainability who will independently audit and report on the Victorian Government's environmental performance. The Commissioner will table a State of Environment Report in Parliament at least every five years. It should also be noted that *Melbourne 2030* includes a list of sustainability criteria against which the appropriateness of decisions can be assessed.

The Government has also recently initiated a Sustainability in the Built Environment project which will deliver a consistent approach to sustainability requirements through the development approvals system (planning, building, plumbing, and so on). A reference group consisting of several councils, MAV, PIA, EPA Victoria, Melbourne Water, SEAV, the Building Commission, Plumbing Industry Commission and the PCA has been established to get this project under way.

See also the comments in Policy 7.8 in this report in relation to sustainable urban development, implementation of sustainability, and sustainability models and research – and the comments in Policy 9.3 in relation to monitoring and reporting.

### Priorities for implementation

In response to your comments we commit to:

- using the 'sustainability in decision-making' criteria in *Melbourne 2030*
- including sustainability in the development approvals system

We are giving immediate priority to this project:

- Sustainability in the Built Environment

## Is there enough detail about partnerships with local government?

### Your comments

Submitters generally support *Melbourne 2030's* strong commitment to implementation in partnership with local government. The MAV endorses the partnership approach for implementation but stresses the need for mutual support when challenges arise. Many councils indicate that they look forward to a rewarding partnership with all government departments and agencies. The Australian Greens (Victoria) suggests that implementation details need to be developed in conjunction with councils and their communities. Similarly, the City of Yarra encourages dialogue between councils and the State Government, and suggests that local communities should be included in the partnership to implement *Melbourne 2030*.

Some submitters feel not enough detail has been given about the implementation of the strategy, particularly in relation to the detailed role councils will play. The PCA suggests there is a need for a clear statement of responsibility on what will be managed at metropolitan or regional level and what will be managed at local government level.

## Our response

Partnerships between State and local government will be integral to the successful implementation of *Melbourne 2030*. Local government will also have an important role to play in engaging local communities.

In relation to what will be managed at metropolitan or regional level and what will be managed at local level, *Melbourne 2030* (Initiative 9.4.3) includes a commitment to 'provide clear guidance about the requirements and expectations for the implementation of *Melbourne 2030*, in particular the roles and responsibilities of local and State governments and arrangements for effective relations and coordination between levels of government'. Further elaboration of this commitment and the way in which partnerships will be developed is in the discussion of Policy 9.4 in this report.

### Priorities for implementation

In response to your comments we commit to:

- clarifying the roles and responsibilities of State and local government in implementation
- providing regular briefings and forums for local government

We are giving immediate priority to these projects:

- *Melbourne 2030* Implementation Reference Group
- Regional Housing Working Groups
- Committees for Smart Growth
- Growth Area Planning
- Local Government Assistance Fund

## Will resourcing for local government be ongoing?

### Your comments

There is general support for the resources committed to local government to date, but submitters emphasise that to ensure the successful implementation of *Melbourne 2030*, the State Government will need to commit to supporting local government with ongoing financial and legislative backing. The PCA welcomes current local government assistance but emphasises the need for ongoing appropriate resourcing for local councils or groups of councils to enable a consistent interpretation of metropolitan policy. Brimbank City Council supports the funding allocation to date but suggests that future allocations need to reflect actual workloads for each council.

A number of submitters, including Delfin Lend Lease and the HIA, feel that to ensure successful implementation, the level of funding on offer to councils could be greater. The City of Darebin suggests that councils will need ongoing financial, logistical and legislative support, as *Melbourne 2030* will have a significant impact on council resources in terms of staff, increasing complexity of decision-making, increasing need for specialist advice and completion of structure planning. Banyule City Council believes *Melbourne 2030* will have significant resource implications for councils, in terms of funds and personnel, and emphasises the need for an ongoing commitment to fund work beyond 2003-04. The MAV also emphasises the need to commit to continuing the targeted funding pool beyond 2003-04.

Banyule City Council suggests that the timing for targeted funding applications is difficult as it does not coincide with its corporate planning and budget cycle. The MAV notes an apparent absence of funding support in areas that include environmental initiatives such as Green Wedge Management Plans, completion of structure planning in activity centres which will be resource intensive and not covered by a one-year targeted funding pool, and new transport infrastructure — in particular the significant investments that will be needed to support new public transport services.

A number of submitters suggest that resources need to be put into increasing the planning capacity of local government. The MAV believes base grant payments are minimally adequate in the short term, but that it may still be difficult for local government to respond to and implement *Melbourne 2030* due to the current shortage of qualified planners. The PCA says it is essential to support implementation with enhanced local government skills and resources.

A few submitters suggest that changes are needed to the funding of infrastructure and related items. Manningham City Council asks that the Government be proactive in planning for and resourcing non-physical outcomes of the strategy (such as social infrastructure). The City of Darebin submits that Development Contribution Plans (DCP)/Infrastructure Charge Plans (ICP) for key infrastructure items will be essential and urges legislative changes so that developers' charges can be levied that reflect the real cost of providing additional infrastructure. The City of Darebin also suggests that ICPs should include items not currently recognised such as non-physical assets (including, for example, travel demand management behaviour programs).

## Our response

The Government is committed to resourcing local government to implement *Melbourne 2030* and has allocated \$5.6 million for this purpose for 2003-04. This comprises a \$100,000 base grant made available to each of the 31 metropolitan councils and \$2.5 million in targeted grants for metropolitan councils to assist with housing strategies, structure planning for activity centres, growth area development plans and other priority initiatives. The targeted fund has been established in recognition that some councils will have an increased workload in responding to *Melbourne 2030* and that some tasks will need more resources. Applications to fund specific projects have been allocated to ensure that the funds are applied to parts of *Melbourne 2030* that are of highest priority. The ongoing funding requirements to ensure successful implementation will be evaluated as implementation progresses.

It should also be noted that *Melbourne 2030* was developed in response to local government calls for greater strategic guidance, and that it provides a clearer framework in which local government can undertake its strategic planning functions.

We recognise the need to increase the number of qualified planners and provide professional development and training opportunities. Accordingly, Initiative 9.1.1 in *Melbourne 2030* commits to 'work with councils, educational institutions and other stakeholders to build a larger planning workforce and provide more training and development opportunities for people involved in applying the development approval system'.

In addition, six non-metropolitan councils on the perimeter of the metropolitan area are being supported by an innovative Metropolitan Fringe Councils – Strategic Planning Partnership which is funded by DSE and DVC in partnership with these councils. The initiative will build the strategic planning capacity of the local councils, while addressing urgent short-term planning pressures in fringe metropolitan local government areas.

See Policy 9.1 in this report for further discussion of this issue.

## Priorities for implementation

In response to your comments we commit to:

- evaluating ongoing funding requirements as implementation progresses
- providing support to expand the planning workforce and increase its skill levels

We are giving immediate priority to these projects:

- Local Government Assistance Fund
- Metropolitan Fringe Councils – Strategic Planning Partnership
- PLANET

## Can we have more detail about institutional and governance arrangements?

### Your comments

A few submitters suggest that institutional change is needed to successfully implement *Melbourne 2030*, and that greater detail of proposed institutional change needs to be included in *Melbourne 2030*. The PCA believes consideration should be given to the establishment of a regional authority that assumes the role of Responsible Authority for particular projects associated with the implementation of *Melbourne 2030*. It is further suggested that such an authority should be charged with delivering planning decisions in a timely manner – perhaps in a two-stage process as applies in the United Kingdom, where approval in principle is delivered with the 'detail' provided at a later stage. The HIA believes the implementation of *Melbourne 2030* is unlikely to succeed without statutory powers enabling the State Government to have jurisdiction over initiatives contained in it. Similarly, the RAIA suggests that a project implementation authority be established with a mandate to implement *Melbourne 2030's* initiatives. The Habitat Trust also suggests the establishment of a metropolitan coordination agency to avoid a fragmented approach. One submitter maintains that the State Government needs to put in place strong legislative controls that fully define local government authority.

The PIA (Victorian Division) indicates that it supports the Government's new Ministerial and departmental arrangements and believes that these new structures will provide a sound basis for implementing *Melbourne 2030*. The PCA suggests that a functional division of the *Melbourne 2030* team should be established to oversee the way the Government's policy is implemented and executed by local government planning systems.

The number of processes and committees being established is of concern to some submitters. The MAV wonders whether the implementation program may be setting up an unsustainable number of committees and processes, and proposes keeping track of this.

One submitter suggests that local government boundaries continue to be an issue and recommends a review similar to the Electoral Boundary Review, with further reviews every 7-10 years.

### Our response

*Melbourne 2030* includes a strong commitment to State and local government partnerships in its implementation, and recognises that local councils have a legitimate and important role to play in tailoring implementation to their local circumstances. The Government has already shown that it recognises the need to take steps to immediately implement some aspects of *Melbourne 2030*, such as the urban growth boundary and legislation for protection of the green wedges.

We do not consider that the implementation program will set up an unsustainable number of committees and processes. Indeed, it is not intended that all initiatives should begin at once, nor that all should be completed within the five-year time frame. Many will lead to follow-on work, while others may change or be reviewed as implementation progresses and external circumstances change.

In response to the submission recommending a review of local government boundaries similar to the Electoral Boundary Review, the Government intends to introduce legislation into Parliament later this year to reform local government to introduce a system of independent electoral reviews. In terms of the overall size of local governments, the position of the Government has been clearly articulated by the Minister for Local Government - reversing amalgamations is not seen as necessary unless circumstances are truly exceptional.

### Priorities for implementation

In response to your comments we commit to:

- pursuing strong State and local government partnerships in implementation of *Melbourne 2030*
- tailoring implementation as much as possible to local circumstances
- developing a partnership models guide for the implementation of activity centres policy

We are giving immediate priority to these projects:

- Growth Area Planning
- Regional Housing Working Groups
- *Melbourne 2030* Implementation Reference Group
- Structure Planning Program for Activity Centres

## And about decision-making and transitional arrangements?

### Your comments

A number of submitters suggest that changes are needed to the way in which planning decisions are made. There are several suggestions that the Government needs to review the role and operation of VCAT to ensure effective enforcement of legislation and policy intent. A few feel that different communities have grown to enjoy differences in environments and this needs to be recognised through the VCAT processes. Another suggests that VCAT rules too often against communities in favour of developers. The AILA submits that the Minister for Planning should not override local council policies and decisions.

Transitional arrangements draw some comment. Banyule City Council highlights the need to ensure that the ability to achieve *Melbourne 2030's* outcomes is not compromised prior to the completion of strategic work which is integral to the implementation of *Melbourne 2030*. Banyule suggests that this is a particular issue for activity centres, and there is a need to ensure that future objectives for centres are not adversely affected by decisions that give undue and premature weight to particular elements of *Melbourne 2030* before structure planning is completed. The City of Yarra believes equal emphasis must be given to metropolitan planning objectives and to all its adopted local planning policies to ensure a balanced approach to future planning in its municipality.

AMP Henderson Global Investors Ltd comments on transitional arrangements, suggesting that while measures in the Advisory Note



'Implementation in the planning system' provide assistance, care needs to be taken to avoid an ongoing situation where worthy development proposals are delayed or threatened because of delays or uncertainty about the implementation of *Melbourne 2030*. AMP Henderson further suggests that, where necessary, DSE should provide assistance and guidelines to councils to ensure that the implications of *Melbourne 2030* can be immediately taken into account in assessing major development proposals that are in the 'pipeline' during the process of finalising *Melbourne 2030*. A few submitters raise concern that although the new policies are subject to consultation and may be incomplete or inadequate, developers can already use them in their own interest. The PIA (Environmental Planning Group) believes implementation is likely to be set by ongoing test cases.

Some submitters want more information on transitional arrangements. The PCA asks for clear timeframes for the implementation of *Melbourne 2030* into development strategies. A number indicate their support for the inclusion of *Melbourne 2030* principles, directions and policies into the State Planning Policy Framework. The City of Darebin urges the State Government to undertake the necessary review of the planning scheme in close consultation with local government. The PCA suggests that development of consistent MSSs by local government is vital to successful implementation of *Melbourne 2030* and that there should be a full review of these before the end of 2003 to ensure there is compatibility at metropolitan and municipal level. Another submitter suggests there should be support for councils to canvas a wider spectrum of community views in revamping their MSSs.

### Our response

The recently released report, 'Better Decisions Faster', sets out a range of possible options to improve the planning system and reduce problems such as long time frames, poor quality applications and policy confusion that cause frustration and add to development costs. The proposals in 'Better Decisions Faster' build on recent work by the Whitney Committee.

We fully recognise the need to ensure that the ability to achieve *Melbourne 2030's* outcomes is not compromised before strategic work is completed, and that worthy development proposals are not delayed or threatened due to uncertainty. Work is under way to incorporate *Melbourne 2030's* key policy elements into the State Planning Policy Framework. In relation to MSSs, in many cases local councils have produced MSSs that incorporate many of the directions of *Melbourne 2030* so they will be able to consolidate this work with little change.

In relation to transitional issues, it has already been noted in this report (in 'The scope of

*Melbourne 2030*') that VCAT delivered an important decision regarding *Melbourne 2030* on 30 April 2003 (Decision Number P2678/2002). The Tribunal confirmed that *Melbourne 2030* should be given weight as it had been adopted by the State Government after an extensive consultation process and as implementation was being pursued on a serious basis. In relation to its application, the Tribunal found that when considering *Melbourne 2030* it is necessary to have regard to the document in its entirety - to balance the Directions. The Tribunal's detailed comments can be found in the section on 'The scope of *Melbourne 2030*'.

Local planning schemes, however, will still guide development. *Melbourne 2030's* key policies will be incorporated into the State Planning Policy Framework. It is State policy that relates to metropolitan planning schemes and informs responsible authorities and planning authorities in the exercise of their discretion. For that reason, *Melbourne 2030* should not cause delays or result in decisions inconsistent with existing State planning policy. Transitional issues relating to activity centres are discussed under 'Activity Centres and the transition period' (Policy 1.1) in this report.

### Priorities for implementation

In response to your comments we commit to:

- ensuring that *Melbourne 2030* is given proper consideration having regard to all its elements
- incorporating key policy elements into the State Planning Policy Framework as soon as possible

## How important are State Government investment and budget decisions?

### Your comments

The importance of State Government investment and budget decisions in delivering *Melbourne 2030* is emphasised by a number of submitters. The PCA submits that it is imperative that State Government investment is aligned with *Melbourne 2030*, that the State budget takes *Melbourne 2030* into account over the next five years, and that the funding required to ensure *Melbourne 2030's* success is not diverted elsewhere. Similarly, the Interface Councils indicate that they look forward to the implementation of *Melbourne 2030* being closely linked to the State budget, particularly in relation to the timely provision of infrastructure. A number of submitters stress that long-term funding commitments are needed for infrastructure, particularly public transport infrastructure improvements. The

MAV believes the State Government must commit in advance to a forward capital investment program.

The City of Darebin does not support the practice of referring *Melbourne 2030* initiatives to annual budget appropriation sessions, as its success will rely upon major infrastructure investment. Darebin further suggests that if *Melbourne 2030* is to extend over three decades, a commitment of funding commensurate with the term of the vision will be needed.

**Our response**

The Government has indicated its strong commitment to *Melbourne 2030* and its implementation. Work on implementation has already begun and a budget has been allocated. However, as *Melbourne 2030* clearly states, some initiatives will need to await assessment and prioritisation through normal State budget processes in future periods. Resources for the implementation of *Melbourne 2030* will be allocated by the Government in light of other priorities and pressures.

The Multi-Year Infrastructure Investment Strategy (MYS) provides a long-term view of infrastructure investment opportunities available to Government that are best able to address Government policy outcomes (including *Melbourne 2030*). It enables timely project planning and funding decisions for significant capital works projects in recognition of the long lead time for some projects and to assist in leveraging private sector investment in the State. The MYS is an ongoing program with state departments and agencies.

**What are the responsibilities of other Government departments and agencies?**

**Your comments**

A number of submitters emphasise the importance of working across government in implementing *Melbourne 2030* and the important role other Government departments and agencies will need to play in implementation. The Interface Councils commend the Government for advancing metropolitan planning in a whole-of-government approach.

However, Nillumbik Shire Council recommends setting up a 'whole-of-government' reporting system. It suggests that annual implementation and review plans should be required for each Government department and be tabled in Parliament, budget initiatives should be assessed against *Melbourne 2030* where applicable, and that there should be joint accountability for reporting to both the Department of Premier and Cabinet and DSE.

Similarly, the City of Melbourne feels there is a need for detailed whole-of-government action plans to be developed every five years.

**Our response**

We recognise the important role of other Government departments and agencies in implementing *Melbourne 2030*. It should be noted that, as *Melbourne 2030* states, the Government has sound mechanisms to assess major infrastructure projects and programs. A better alignment of major investment in facilities such as new hospitals, regional parks and other community services with desired spatial outcomes will be achieved as other Government departments and agencies use *Melbourne 2030*. This will be done through existing budget and corporate planning processes and will affect the way in which departments and agencies present their proposals to the Government. It is not considered necessary to develop 'annual implementation/review plans' for each department. However, the revised implementation program and associated monitoring mechanisms will address departmental and agency responsibilities in terms both of implementation and progress with implementation.

**Priorities for implementation**

In response to your comments we commit to:

- aligning State Government department and agency operations with *Melbourne 2030* outcomes

We will give immediate priority to this project:

- Implementation Program

# Glossary

Term	Definition
AILA	Australian Institute of Landscape Architects
BGRA	Bulky Goods Retailers Association
BPEM	best practice environmental management
CAD	Central Activities District (Melbourne)
CFA	Country Fire Authority
CMA	Catchment Management Authority
CPTED	Crime Prevention Through Environmental Design
CSHA	Commonwealth/State Housing Agreement
DCPs	Development Contribution Plans
DOI	Department of Infrastructure
DSE	Department of Sustainability and Environment
DVC	Department of Victorian Communities
EPA	Environment Protection Authority of Victoria
ESD	ecologically sustainable development
HALGN	Housing and Local Government Network
HIA	Housing Industry Association (Victoria)
Interface councils	A self-formed grouping of fringe municipalities including Wyndham, Melton, Hume, Whittlesea, Nillumbik, Yarra Ranges, Cardinia and Mornington Peninsula
KRAMMED	Kingston Residents Against More Multi Eyesore Developments
LGAs	local government authorities
LPPF	Local Planning Policy Framework
MAV	Municipal Association of Victoria
MBA	Master Builders Association
MPC	Melbourne Port Corporation
MSS	Municipal Strategic Statement
MTN	Metropolitan Trail Network
NRTC	National Road Transport Commission
OOH	Office of Housing

Term	Definition
PBN	Principal Bicycle Network
PCA	Property Council of Australia (Victorian Division)
PIA	Planning Institute of Australia
PLANET	Professional development and training program for users of the planning system
PPTN	Principal Public Transport Network
RAIA	Royal Australian Institute of Architects (Victorian chapter)
RAID	Richmond Residents against Inappropriate Development
RAMSAR	International treaty on the protection of wetland habitat for waterbirds
ResCode	residential development provisions
ResCode+	the new guidelines being developed for buildings of four or more storeys
RHWGs	Regional housing working groups
RRAID	Richmond Residents Against Inappropriate Development
RVA	Retirement Village Association Victoria
SEAV	Sustainable Energy Authority Victoria
SEPP	State Environment Protection Policy
SOS	Save Our Suburbs
SPPF	State Planning Policy Framework
TCPA	Town and Country Planning Association (of Victoria)
UDIA	Urban Development Institute of Australia (Vic)
UDP	Urban Development Program
UGB	Urban growth boundary
VCAT	Victorian Civil and Administrative Tribunal
VCOSS	Victorian Council of Social Services
VEAC	Victorian Environment Assessment Council
VFF	Victorian Farmers Federation
VFLS	Victorian Freight and Logistics Strategy
VGS	Victorian Greenhouse Strategy
VicTrack	The Government agency that owns rail corridor land
VicUrban	The planning body formed by the merger of the former Urban and Regional Land Corporation and Docklands Authority
VLGA	Victorian Local Governance Association

Term	Definition
VNPA	Victorian National Parks Association
VPELA	Victorian Planning and Environmental Law Association
VPPs	Victoria Planning Provisions
WSUD	water-sensitive urban design



## Appendix 1: Suggested Changes to the Activity Centre List

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Banyule</b>					
<i>Designated Activity Centre</i>					
Greensborough	Principal Activity Centre	Supports-with reservations about higher density development	Unsure of the capacity of this centre to support higher density housing. Higher density housing in/around activity centres must not threaten the regional and business functions of these centres.	Banyule City Council	<b>Noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.
Heidelberg	Major Activity Centre	Supports- with reservations about higher density development	Unsure of the capacity of this centre to support higher density housing. Higher density housing in/around activity centres must not threaten the regional and business functions of these centres.	Banyule City Council	<b>Noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Ivanhoe	Major Activity Centre	Supports- with reservations about higher density development	Unsure of the capacity of this centre to support higher density housing. Higher density housing in/around activity centres must not threaten the regional and business functions of these centres.	Banyule City Council	<b>Noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.
		Requests removal	Ivanhoe sits on top of a ridgeline, any high-density development near the station and shopping centre will be seen throughout the locality. Hurstbridge line cannot cope with additional patronage.	East Ivanhoe Residents	<b>Not supported. Retain Major Activity Centre status.</b> This centre fulfils the criteria for Major Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to future development of the site and heritage issues should be resolved through the structure planning process.
Austin Biomedical Alliance Precinct-Heidelberg	Specialised Activity Centre	Supports- with reservations about higher density development	Unsure of the capacity of this centre to support higher density housing. Higher density housing in/around activity centres must not threaten the regional and business functions of these centres.	Banyule City Council	<b>Noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.



Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
		Requests Austin Biomedical Alliance Precinct (Specialised Activity Centre) be merged with Heidelberg (Major Activity Centre) to form a Principal Activity Centre	This combined centre would meet all the criteria in number of visits, public transport, large catchment and growth potential. The benefit of this unity would be to allow the area to be addressed as a whole when determining development, population impact, traffic management, parking requirements and land usage.	The Heidelberg Central Traders Association Inc	<b>Not supported.</b> If combined into a Principal Activity Centre, the Austin Biomedical Alliance Precinct specialised role may be compromised.
		Remove the Austin Repatriation Campus from this centre	This site is isolated from major public transport services and is separated from the Austin site by land which is used for different purposes.	Banyule City Council	<b>Not supported.</b> The Austin Repatriation Campus is an important component of the Austin Biomedical Alliance Precinct and is located on the Principal Public Transport Network.
		Requests assurance that Eaglemont is not included in the precinct	The suburb of Eaglemont (including train station and surrounds) is not suitable for higher density development.	Individual submitter	<b>Noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Bayside</b>					
<i>Other Centres Commented On</i>					
Brighton- Martin St	Not classified in Melbourne 2030	Requests Brighton-Martin Street be the designated Major Activity Centre, rather than Brighton-Bay Street or Church St	The suburb of Brighton contains three main shopping strips: Martin St., Bay St., and Church St. Martin St. is most suitable for higher increased development. It is located at a train station and is intersected by Nepean Hwy. There are opportunities for residential development abutting the highway. The centre is in need of rejuvenation. The close proximity of Bay St. and Church St. to each other is another reason to question their selection as Major Activity Centres.	Brighton Residents for Urban Protection	<b>Not supported.</b> Bay St and Church St fulfil the criteria for Major Activity Centre outlined in Melbourne 2030 better than Martin St. Bayside City Council support the Melbourne 2030 designation of activity centres within their municipality.
<b>Boroondara</b>					
<i>Other Centres Commented On</i>					
Glenferrie Rd, Hawthorn	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Faculty of Architecture Building & Planning suggests that the centre is as significant as the other centres listed. Individual submitter emphasises the centre's uses such as a major university campus and its mixture of retail and office uses. It is already located on the PPTN. City of Boroondara indicate that the centre would by default be considered a Neighbourhood Centre under this Strategy. Environment Link Pty Ltd identify that the centre is currently a busy shopping centre, is close to Swinburne University, schools (MLC, Xavier, Carey and others), Hawthorn Town Hall, sports grounds and is well provided with public transport.	City of Boroondara, Faculty of Architecture, Building & Planning, individual submitter & Environment Link Pty Ltd	<b>Supported. Classify as a Major Activity Centre.</b> This centre meets the requirements outlined in Melbourne 2030 for a Major Activity Centre.

<b>Municipality</b>	<b>Current Classification</b>	<b>Submitter's Comments</b>	<b>Summary of Submission</b>	<b>Submitter</b>	<b>Departmental Response</b>
Swinburne University	Not classified in Melbourne 2030	Recognition of Swinburne University in some way	Swinburne University is not recognised in any manner	City of Boroondara	<b>Supported. Swinburne University to be included as part of new Glenferrie Rd Activity Centre.</b> Swinburne University is an important component of this activity centre.
Burwood/ Camberwell Road Corridor	Not classified in Melbourne 2030	Addition as a Major Activity Centre	The concept of Activity Corridors, such as the Camberwell Road/Burwood Road Corridor, is not given any recognition and Council's strategic objectives of encouraging higher density residential, mixed use or office development within this corridor may be perceived as being contrary to Melbourne 2030's position on not allowing "out of centre" development.	City of Boroondara	<b>To be resolved through the structure planning process.</b> Areas of the Burood Road/Camberwell Road corridor may be suitable for inclusion within the boundaries of existing activity centres (such as Glenferrie Rd and Camberwell). Other sections of the corridor need to be assessed by Council against the Melbourne 2030 criteria.
<b>Brimbank</b>					
<b><i>Designated Activity Centre</i></b>					
Deer Park Central	Major Activity Centre	Supports- with reservations	Deer Park could be classified as a Major Activity Centre provided greater priority is given to the development of Deer Park rail station, which is currently nominated as a 'potential' station not a proposed station.	Brimbank City Council	<b>Noted. Retain Major Activity Centre classification</b>

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<i>Other Centres Commented On</i>					
Keilor Downs Plaza	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Is consistent with the criteria in Melbourne 2030 and Council's MSS. The Plaza includes a large supermarket and department store, restaurants, specialty shops and a major bank. Adjoining the centre is the St. Albans Leisure Centre, St. Albans Skate Park, Keilor Downs Community Centre and Keilor Downs Police Station. The area is served by two bus lines and has a catchment which includes several adjoining suburbs. The immediate area has a generous amount of vacant land which provides opportunity for future residential development and/or expansion of commercial activity. The close proximity of Keilor Downs to the Sydenham Activity Centre ensures its function as a complementary activity centre.	Brimbank City Council	<b>Decision deferred pending further examination.</b> This centre is in close proximity to the Sydenham Principal Activity Centre/Transit City. Further work would need to be conducted on the potential impact of this classification on the Sydenham Activity Centre.
Victoria University- St Albans Campus	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	Council proposes that the university campus is consistent with the Specialised Activity Centre criteria and Council's MSS. The campus covers 32-hectares of land adjoining the St. Albans Major Activity Centre and alongside Jones Creek and native grasslands areas. The area is well serviced by both train and bus services. The campus has state-of-the-art research centres, including a sleep laboratory and a 'wet lab' for marine studies. This university plays an important role in developing ties between the research community and the industry and technology community. The campus also has potential for future expansion.	Brimbank City Council	<b>Not supported.</b> This centre does not currently fulfill the criteria for Specialised Activity Centre outlined in Melbourne 2030. Although it is a university campus, Melbourne 2030 only recognises main university campuses as Specialised Activity Centres. St Albans is a satellite campus. Council could consider including the campus within the boundary of the St Albans Major Activity Centre as part of the structure planning process.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Cardinia</b>					
<i>Other Centres Commented On</i>					
Officer	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Council is concerned about the lack of major activity centres to the east of Dandenong. Council believes that Berwick, Hampton Park and Thompson Parkway-Officer (recognised as Activity Centres in the South-Eastern Growth Area Map) should be recognised Major Activity Centres when they are connected to the PPTN.	City of Greater Dandenong	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Casey</b>					
<i>Other Centres Commented On</i>					
Hampton Park	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Council's vision for the centre is consistent with the criteria of a Major Activity Centre outlined in Melbourne 2030. Council indicate that there are not enough activity centres designated for a City of 300,000 people. Council aims to link the Town Centre to the PPTN. Council's Activity Centres Strategy identifies the development of a new discount department store, library and a significant improvement in the coordination of activities in the centre. The designation of the centre as a Major Activity Centre had the formal support of major landowners in the centre and of the Hampton Park Progress Association. City of Greater Dandenong is concerned about the lack of major activity centres to the east of Dandenong. Council believes that Berwick, Hampton Park and Thompson Parkway- Officer (recognised as Activity Centres in the South-Eastern Growth Area Map) should be recognised Major Activity Centres when they are connected to the PPTN.	City of Casey, City of Greater Dandenong & Hampton Park Progress Association	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
Casey Central Town Shopping Centre	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Casey Central is designated as a large, growing sub-regional centre in Council's Activity Centres Strategy. Melbourne 2030 proposes to link the centre to the PPTN. Council's vision for the centre is consistent with the criteria of a Major Activity Centre outlined in Melbourne 2030. Council's Strategy indicates that the sustainable level of floor space for the centre could be in the order of 50,000 to 80,000 square metres.	City of Casey & Casey Central Shopping Centre Pty Ltd	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Berwick	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Council is concerned about the lack of major activity centres to the east of Dandenong. Council believes that Berwick, Hampton Park and Thompson Parkway Officer (recognised as Activity Centres in the South-Eastern Growth Area Map) should be recognised Major Activity Centres when they are connected to the PPTN.	City of Greater Dandenong	<b>Supported. Classify as a Major Activity Centre.</b> Berwick Village (along with the Casey Technology Park and C21 Business Park) fulfils the criteria of Major Activity Centre outlined in Melbourne 2030.
Casey Technology Park and C21 Business Park (including Berwick Village)	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	The Casey Technology Park (CTP) involves the development of land between the Princes Freeway and the rail line as an integrated technology, research, learning, commercial , medical and high density housing. The CTP will be serviced by the Berwick Railway Station and modal interchange which also forms part of a north-south PPTN. The CTP is a key component of the Casey21 Strategy. The proposed C21 Business Park includes a high amenity, integrated research, commercial, learning and high density living place with freeway and public transport access with a focus towards wetlands and parkland space along the Cardinia Creek. Council consider Berwick Village be an integral part of the Casey Technology Precinct. The proposal has written support from Monash University, Chisholm Tafe and Southeast Development.	City of Casey, Chisholm Institute & South East Development	<b>Classify as a Major Activity Centre (not Specialised Activity Centre).</b> This proposal fulfils the criteria of Major Activity Centre outlined in Melbourne 2030.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Darebin</b>					
<i>Designated Activity Centre</i>					
Preston- Northland	Principal Activity Centre	Reservations about its designation as Principal Activity Centre (Preston- High Street better suited as a Principal Activity Centre)	Council does not consider that Northland deserves a "higher" classification than High Street-Preston. Council suggests that Northland will not realise all the aspirations, roles and functions of a Principal Activity Centre as it is principally a retail and entertainment centre. Northland is difficult to access by foot or by public transport and is in private ownership.	City of Darebin	<b>Concerns noted- retain classification as a Principal Activity Centre.</b>
Preston- High Street	Major Activity Centre	Requests reclassification to a Principal Activity Centre	Council believes that High Street better meets the criteria of a Principal Activity Centre than Northland and deserves a higher status. Preston-High Street is a vital component of Darebin's social, economic, community and cultural makeup. It's the largest 'traditional' retail centre in the municipality and by far the most diverse activity centre in the municipality. Since the first metropolitan planning hierarchy was put into place in the 1950's Preston has been consistently identified as a regional centre.	City of Darebin	<b>Supported. Classify as a Principal Activity Centre.</b> This centre fulfils the criteria for Principal Activity Centre outlined in Melbourne 2030.



Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
La Trobe Technology Park- Bundoora	Specialised Activity Centre	Requests La Trobe University be nominated as Principal Activity Centre	La Trobe Technology Park is already nominated and the University should be included as well.	La Trobe University	<b>Not supported.</b> La Trobe University is already included as a specialised activity centre (La Trobe Technology Park, Bundoora) and individually because of its status as a major university campus (refer to Strategy text pp.49). This nomination more accurately reflects its specialised academic/research function. Nominating the university as a principal activity centre could inhibit the centre's specialised role.
<b>Frankston</b>					
<i>Designated Activity Centre</i>					
Karingal	Major Activity Centre	Remove	Development should cease at Karingal Major Activity Centre where access is by buses with poor service	Individual submitter	<b>Not supported.</b> This centre fulfils the requirements for Major Activity Centre outlined in Melbourne 2030. Concerns relating to growth and change of the centre should be addressed through the structure planning process. Frankston Council supports Karingal's classification in Melbourne 2030.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Glen Eira</b>					
<i>Designated Activity Centre</i>					
Glenhuntly	Major Activity Centre	Reservations	The designation is not consistent with Council's MSS or recently completed Housing and Residential Development Strategy both of which identify Glenhuntly as a lower order neighbourhood activity centre. Council's main concern with the classification is primarily related to the economic impact which the potential expansion of Glenhuntly may have on the Carnegie activity centre.	Glen Eira City Council	<b>Noted. Retain Major Activity Centre classification.</b> This centre fulfils the criteria for Major Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to future development of the centre should be resolved through the structure planning process.
<b>Greater Dandenong</b>					
<i>Designated Activity Centre</i>					
Dandenong	Principal Activity Centre	Supports- wants to be shown as the dominant Transit City/Melbourne's 2nd city	Dandenong should be shown as the dominant Transit City - Melbourne's 2nd City which will attract private and government investment in the area.	City of Greater Dandenong	<b>New ranking not supported.</b> The activity centre policy is based on a network of centres. As such, activity centres should not be singled out, but addressed as part of the overall network of centres.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<i>Other Centres Commented On</i>					
Noble Park	Not classified in Melbourne 2030	Addition as a Major Activity Centre	The centre is a significant commercial and retail centre of approx. 50,000 sqm north and south of Noble Park Station. Chisholm TAFE is located on the edge of the centre; it has direct access to the PPTN (Heatherton Road); includes major recreational facilities and places of assembly. The centre has potential for expansion, including opportunities for high density housing. Major Council aged care and community facilities currently exist or are planned around Noble Park Community Hall.	City of Greater Dandenong	<b>Supported. Classify as Major Activity Centre.</b> This centre fulfils the criteria for Major Activity Centre outlined in Melbourne 2030.
Sandown Park Racing and Greyhound Track	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	Sandown Park is located on the PPTN in two different locations and contains two significant entertainment venues (i.e. horse/motor racing circuit and greyhound racing track). It would benefit greatly from co-location of a greater mix of uses.	City of Greater Dandenong	<b>Not supported.</b> This centre does not fulfil the criteria for Specialised Activity Centres outlined in Melbourne 2030.
<b>Hobsons Bay</b>					
<i>Other Centres Commented On</i>					
Newport	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Newport Activity Centre is located on a major transport interchange and presents significant development opportunities. Its retail floor area exceeds Neighbourhood Activity Centre levels and includes community facilities. There are also significant opportunities to increase activity and housing around the centre. Newport has large parcels of under-utilised State Government land. The centre also includes an expanded library, community centre, a successful arts and cultural precinct.	Hobsons Bay City Council	<b>Not supported.</b> This centre does not fulfil the requirements for Major Activity Centres outlined in Melbourne 2030. This centre is better classified as a Neighbourhood Activity Centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Central Square (Altona Meadow)	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Central Square serves a rapidly growing residential area and a proposed centre expansion will increase retail floor area to 15,000 m2. The Centre occupies an area of approximately 4.9 hectares and supports a Coles supermarket and a number of specialty shops, and Council library. Three bus services link the centre to surrounding areas. Aircraft railway station is located approximately 1.5 kms to the north west.	Hobsons Bay Council	<b>Not supported.</b> This centre does not fulfil the requirements for Major Activity Centres outlined in Melbourne 2030. This centre is better classified as a Neighbourhood Activity Centre.
<b>Hume</b>					
<b>Designated Activity Centre</b>					
Gladstone Park	Major Activity Centre	Comment- Impact of Airport Environs Overlay on the centre	Gladstone Park which is located within the Airport Environs Overlay (AEO) needs special attention. Implementation of the activity centre policy to encourage urban development around Gladstone Park will directly contradict the purpose of the AEO.	Melbourne Airport	<b>Comment noted. Retain classification of Major Activity Centre.</b> The impact of the airport environs overlay will need to be taken into account in the structure planning for this centre.
<b>Other Centres Commented On</b>					
Craigieburn Town Centre (new)	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Planned activity centres in growth areas should be recognised, with Craigieburn Town Centre to be identified as a Major Activity Centre. The centre is identified in the approved local structure plan and in the Craigieburn Strategic Framework Plan as a major centre comprising up to 55,000 sq m of floor space.	Hume City Council & Delfin Lend Lease	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Campbellfield, Mahoneys Rd Retail Centre	Not classified in Melbourne 2030	Potential as a Major Activity Centre	Review the role of the existing Campbellfield, Mahoneys Rd Retail Centre given its proximity to the Upfield Railway line.	Hume City Council	<b>Will be monitored.</b> Currently this centre does not fulfil the criteria for Major Activity Centres outlined in Melbourne 2030. Existing land uses including industry, landfill site, motor cycle park limit the potential for residential development in the area.
<b>Kingston</b>					
<i>Designated Activity Centre</i>					
Chelsea	Major Activity Centre	Inaccuracy in activity centre list- correction required	City of Kingston and City of Greater Dandenong indicate that the centre has been listed under Greater Dandenong but it is located within Kingston.	City of Kingston	<b>Support correction.</b> Modify list to include Chelsea under the City of Kingston.
<i>Other Centres Commented On</i>					

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Highbett Shopping Centre	Not classified in Melbourne 2030	Potential as a Major Activity Centre- Discuss with DSE	Council is undertaking a structure planning exercise for Highbett with the City of Bayside. As this plan is yet to go through a public consultation processes, both councils indicate that it is too early to determine the future classification of this centre. Key sites within the study area which may present significant mixed use opportunities include the CSIRO site on Graham Road in Bayside and the State Government owned Gas Technology Business Centre and the adjoining Leigh Mardon property on Nepean Highway in Kingston. It is anticipated that a position will be clarified within the next six months.	City of Kingston	<b>Decision deferred.</b> Council to complete structure planning before further discussions take place.
		Do not support Kingston's nomination of Highbett as Major Activity Centre until full implications of this classification are known	Bayside City Council is not prepared to support reclassification of this centre until the full implications of such classification are known. It is anticipated that Council's position will be clarified within the next six months as it is currently collaborating with Kingston City Council in the preparation of a structure plan for Highbett which will set out a long term vision for the activity centre and the surrounding residential area.	Bayside City Council	<b>Decision deferred.</b> Council to complete structure planning before further discussions take place.
Moorabbin Airport	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	The airport provides a wide variety of goods, services production, storage and transport activities across this major site. The existing uses and activities, as well as the associated development, provide a strong basis for economic growth. Strong potential to build relationships between the development of businesses and industries associated with the airport uses; The airport site does not operate as a stand alone development. The airport site constitutes an important economic precinct that will greatly increase in importance with its growth, and will ultimately play a vital role in metropolitan Melbourne's economic development.	Tract Consultants	<b>Not supported.</b> The Government's position on Moorabbin Airport is outlined on pp 84- 85 of the Strategy.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Westall Station	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Westall Station has the potential for coordinated redevelopment of the site as an employment centre. Property is approx 31 ha and is currently 90% occupied by industrial tenants in old car manufacturing buildings. Existing lease expiries range from 1 to 9 years. Land in one ownership. Potential to consider future of Westall station in context of Clayton Business Park together with other surrounding land holdings on south side of station. Masterplanning for progressive redevelopment of property has commenced.	Macquarie Goodman Management Limited	<b>Not supported.</b> This centre does not fulfil the requirements of a Major Activity Centre outlined in Melbourne 2030. Kingston City Council considers this centre a neighbourhood centre (Kingston submission pp 87). The site is adjacent to industrial land which may be adversely affected by a new activity centre.
<b>Knox</b>					
<b>Designated Activity Centre</b>					
Wantirna South-Knox City and Towerpoint	Principal Activity Centre	Requests name change to 'Knox Central Activity Centre'	Replace references to Knox City/Towerpoint with Knox Central Activity Centre as this is what it is now known as.	Knox City Council	<b>Supported.</b>
<b>Other Centres Commented On</b>					

<b>Municipality</b>	<b>Current Classification</b>	<b>Submitter's Comments</b>	<b>Summary of Submission</b>	<b>Submitter</b>	<b>Departmental Response</b>
Scoresby/Rowville Employment Precinct	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	Precinct is important to the economy and as a regional employer. Council suggests that government demonstrates a limited understanding of the changing needs of modern industry, changes to the production economy and how landuse planning needs to adapt and respond to these needs by not designating the Scoresby/Rowville precinct as a Specialised Activity Centre.	Knox City Council	<b>Not supported.</b> This centre does not fulfil the criteria of Specialised Activity Centre outlined in Melbourne 2030.
<b>Manningham</b>					
<i><b>Designated Activity Centre</b></i>					
Doncaster	Principal Activity Centre	Requests name change to 'Doncaster Hill'	Please amend references to 'Doncaster' activity centre to 'Doncaster Hill' activity centre.	Manningham City Council	<b>Supported.</b>
<b>Maribyrnong</b>					
<i><b>Other Centres Commented On</b></i>					
Yarraville	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Yarraville Village is a traditional shopping centre with a significant modal interchange for local buses and the railway. Has well-defined catchment and the local community identifies closely with it. Despite its relative smallness it has a wider importance as a café/restaurant destination for the western suburbs. The municipality has no Major Activity Centres identified in Melbourne 2030.	City of Maribyrnong	<b>Not supported.</b> This centre does not fulfill the requirements for Major Activity Centre outlined in Melbourne 2030. This centre is better classified as a neighbourhood activity centre.



Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Central West Retail Plaza and Business Park (Ashley St, Tottenham)	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Central West Retail Plaza is a proposed retail development which includes a small supermarket and office uses. It will service a catchment containing Braybrook, and parts of Maidstone and West Footscray. The long term future of the area is uncertain as the potential to provide an inter-modal freight exchange to the south and west may determine that the intervening land between the station and the centre should be largely given over to freight activities. Council suggests it is premature to designate the centre as a Major Activity Centre as it is only just being developed, but it should be monitored for this potential. The Central West Business Park consists of 37.68ha and a number of approvals have already been granted for activity centre related uses. Will serve a catchment of at least 50,000 people so not a neighbourhood activity centre. It is central to the Maribyrnong municipality and surrounding retail trade and community services catchment can accommodate significant levels of new floor-space in retail, commercial and community uses.	City of Maribyrnong & Central West Business Park	<b>Supported. Classify Major Activity Centre.</b> This proposal fulfils the criteria of a Major Activity Centre outlined in Melbourne 2030.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Melbourne</b>					
<i>Designated Activity Centre</i>					
Carlton- Lygon Street	Major Activity Centre	Would prefer South Carlton (South of Grattan Street) be the Major Activity Centre rather than Lygon Street	South Carlton (South of Grattan Street) can accommodate more substantial change than Lygon St. Large part of Lygon Street is covered by heritage controls limiting the extent of development that is able to occur. The South Carlton area can accommodate substantial change- focus is on the growth and expansion of institutional and associated activities which are of regional and national significance.	City of Melbourne	<b>Noted. To be resolved through the structure planning process.</b> The area south of Grattan Street could become part of the Lygon Street Activity Centre. This is an issue that will need to be addressed through the structure planning process. Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed
		Request removal	Re-development of these areas will only be achieved at a huge and totally unacceptable cost to the city's heritage assets. Even around rather than of the nominated streetscapes could not fail to destroy the low rise ambience of those areas and their heritage status. Review and clarification is needed to avoid confusion and costly mistakes.	Parkville Association	<b>Not supported.</b> Carlton-Lygon St fulfils the criteria for Major Activity Centre outlined in Melbourne 2030 and is an important componenet of the activity centre network. Concerns relating to future development of the site and heritage issues should be resolved through the structure planning process.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
		Needs clarification of boundaries and recognition of the dual role of the Lygon Street precinct north and south of Grattan Street	Suggest that the extent of the Carlton, Lygon Street Major Activity Centre needs clearer boundary definition, and recognition of the dual role of the Lygon Street precinct north and south of Grattan Street. The local neighbourhood role north of Grattan Street needs protection from major development and tourist activity.	The Carlton Residents Association Inc	<b>Noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed
Parkville Medical and Bioscience Precinct	Specialised Activity Centre	Requires further discussion and definition of the geographic extent of the centre	The Melbourne City Council requests that the boundaries of the precinct be more clearly defined. Council indicate that the current Parkville Medical and Bioscience Precinct as defined in the State Biotechnology Strategy is primarily centred on Parkville but also includes groups within a 3 km radius of Parkville e.g. Fitzroy and East Melbourne. The Parkville Association are concerned that the precinct has not been clearly defined in the Strategy and this may have a negative impact on surrounding heritage areas and parkland.	City of Melbourne & Parkville Association	<b>Noted. To be resolved through the structure planning process and through the Inner Melbourne Forums and Action Plan.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed. The Inner Melbourne Forums and Action Plan will provide a forum to plan for inner Melbourne in an integrated way. The State Government will work with the Cities of Melbourne, Yarra, Stonnington and Port Phillip and VicUrban (Docklands) and contribute to development of a broad planning framework for the inner Melbourne region. Consultation with key stakeholders and adjoining councils will be undertaken.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
		Requests clarification of the relationship between this centre and South Carlton	The Association want the boundaries of the precinct more clearly defined and as such seek clarification of the precinct's relationship with South Carlton resolved. The Association emphasises the need to protect heritage areas from further "intrusive" development.	Carlton Residents Association Inc	<b>Noted. To be resolved through structure planning process and through the Inner Melbourne Forums and Action Plan.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed. The Inner Melbourne Forums and Action Plan will provide a forum to plan for inner Melbourne in an integrated way. The State Government will work with the cities of Melbourne, Yarra, Stonnington and Port Phillip and VicUrban (Docklands) and contribute to development of a broad planning framework for the inner Melbourne region. Consultation with key stakeholders and adjoining councils will be undertaken.
		Questions whether the Knowledge Precinct in South Carlton is included in this Centre. If not, it should be a Specialised Activity Centre	Questions whether the Knowledge Precinct in South Carlton is included in this Centre. If not, it should be a Specialised Activity Centre.	City of Melbourne	<b>The Knowledge Precinct is included in the Specialised Activity Centre- Parkville Medical and Bioscience Precinct.</b> The centres that are included in each specialised activity centre are outlined in the Biotechnology Strategic Development Plan for Victoria (pp.49 of Melbourne 2030).

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b><i>Other Centres Commented On</i></b>					
South Carlton (South of Grattan Street)	Not classified in Melbourne 2030	Need clarification on the status/designation of South Carlton (south of Grattan Street).	Melbourne City Council suggest that there is confusion in the Strategy regarding the status/designation of the South Carlton (south of Grattan Street) area. It is unclear whether this area (and the universities to the north) is included within the Knowledge Precinct; or whether it is part of the Parkville Specialist Activity Centre (using the definition in the State Government Biotechnology Strategy); or whether it is intended to be part of the Lygon Street Major Activity Centre. Definition of the Knowledge Precinct is also required.	City of Melbourne	<b>Noted. To be resolved through the structure planning process and through the Inner Melbourne Forums and Action Plan.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed. The Inner Melbourne Forums and Action Plan will provide a forum to plan for inner Melbourne in an integrated way. The State Government will work with the cities of Melbourne, Yarra, Stonnington and Port Phillip and VicUrban (Docklands) and contribute to development of a broad planning framework for the inner Melbourne region. Consultation with key stakeholders and adjoining councils will be undertaken.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
St Kilda Rd, Melbourne	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Melbourne City Council indicate that the St Kilda Road area, which is a major business and residential precinct and located on the Principal Public Transport Network is not identified in the activity centre network. Council believes that St Kilda Road will continue to play a significant business role and that it deserves greater recognition in Melbourne 2030.	City of Melbourne	<b>Decision deferred. To be addressed through the Inner Melbourne Forums and Action Plan.</b> The Inner Melbourne Forums and Action Plan will provide a forum to plan for inner Melbourne in an integrated way. The State Government will work with the cities of Melbourne, Yarra, Stonnington and Port Phillip and VicUrban (Docklands) and contribute to development of a broad planning framework for the inner Melbourne region. Consultation with key stakeholders and adjoining councils will be undertaken.
Port Melbourne/ Fisherman's Bend Advanced Manufacturing and Research and Development Precinct	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	Melbourne City Council requests that the Fisherman's Bend area, which is recognised in the State Government Innovation Strategy, as an emerging aerospace and automotive cluster, be designated as a Specialised Activity Centre. The area contains a tertiary education and research facility (RMIT Aerospace) and many large organisations. The Port Melbourne Structure Plan (2000) indicates a potential employment base of 20,000 people by 2020.	City of Melbourne & City of Port Phillip	<b>Decision deferred.</b> There are a number of issues including conflicting uses with the Port that need to be addressed in this area.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Docklands (Media cluster)	Part of the Central Activities District	Addition as a Specialised Activity Centre	The State Government's Innovation Strategy lists the Docklands as a new media, games, digital design, film and TV cluster. Greater recognition of this should occur in the Strategy.	City of Melbourne	<b>Docklands is already recognised as part of the Central Activities District.</b> Currently it does not satisfy the criteria for Specialised Activity Centres outlined in Melbourne 2030.
University of Melbourne (Carlton/Parkville Campus)	Specialised Activity Centre	Addition as a Specialised Activity Centre	The Faculty suggests that the main Melbourne University campus has been overlooked as a Specialised Activity Centre. They emphasise that over 30,000 people travel to the Carlton/Parkville campus daily making it the largest trip generator outside of the CAD. They propose that Melbourne University is the largest of all the specialised centres nominated and as land use planning and transport implications which need looking at.	Faculty of Architecture Building & Planning	<b>Melbourne University is recognised as part of the Parkville-City Biotechnology Research, Education and Industry Precinct.</b> The centres that are included in each specialised activity centre are outlined in the Biotechnology Strategic Development Plan for Victoria (pp. 49 of Melbourne 2030)
Coode Island	Not classified in Melbourne 2030	Addition as a Specialised Activity Centre	Propose that Coode Island and the west bank of the Maribyrnong River be declared a Specialised Activity Centre in recognition of its economic importance to the region. (Note that this proposal is put forward as an alternative to appointing a "place facilitator" to manage/co-ordinate the area with incorporated recognition of larger areas of residency and sensitive transport links to the North West and South of Coode island chemical storage operations, coordinating the planning activities of Melbourne Port Corporation, Maribyrnong City Council, Melbourne City Council and Hobsons Bay City Council).	Marstel Consultative Group	<b>Not supported.</b> This precinct does not fulfil the criteria for Specialised Activity Centres outlined in Melbourne 2030.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Alfred Medical Precinct	Specialised Activity Centre	Addition as a Specialised Activity Centre	Alfred Medical Precinct should be recognised as a Specialist Activity Centre in the light of the key metropolitan role this precinct will play as planned growth in medical and research facilities occurs in this area.	City of Melbourne	<b>Alfred Medical Precinct is already designated as a Specialised Activity Centre.</b> The Alfred Medical Precinct is included in the Specialised Activity Centre, Alfred Medical Research and Education Precinct (refer to Biotechnology Strategic Development Plan for Victoria (pp. 49 of Melbourne 2030).
<b>Melton</b>					
<b>Other Centres Commented On</b>					
Diggers Rest	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Diggers Rest and Rockbank have been ignored in the Strategy as having significant potential to be activity centres/transit cities. The towns are on a transport corridor (road & rail). The future electrification of the line from Sunshine to Melton is proposed and the ability for the further electrification of the rail line from Sydenham to Sunbury means that these towns provide opportunities to achieve the directions set out in Melbourne 2030.	Tomkinson Consulting	<b>Not supported.</b> This is a newly developing area. Currently there is not the catchment to support a Major Activity Centre and Diggers Rest is not part of a growth area.



Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Rockbank	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Council indicate that Rockbank and Ravenhall have both been identified as possible new Major Centres within Melton Shire. The Melbourne 2030 website contains information to this effect which is not included in the main documentation. Jayaland Corporation Pty Ltd own land at Rockbank which has the potential to be considered a strategic redevelopment site (currently in the green wedge). Extensions of Rockbank as an urban settlement could contribute positively to the policy objective of Melbourne 2030: Tomkinson Consulting indicate that Diggers Rest and Rockbank have been ignored in Strategy as having significant potential to be activity centres/transit cities.	Melton Shire Council, Tomkinson Consulting & Jayaland Corporation Pty Ltd	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
Ravenhall	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Rockbank and Ravenhall have both been identified as possible new Major Centres within Melton Shire. The Melbourne 2030 website contains information to this effect which is not included in documentation. Ravenhall and Rockbank are part of the Melton-Caroline Springs transport corridor, which is referred to in Implementation Plan 2 as a long-term development option, though they are not referred to by name in any of the printed documents. The implications underlying the web information need to be clarified.	Melton Shire Council	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.

<b>Municipality</b>	<b>Current Classification</b>	<b>Submitter's Comments</b>	<b>Summary of Submission</b>	<b>Submitter</b>	<b>Departmental Response</b>
Caroline Springs	Not classified in Melbourne 2030	Addition as a Major Activity Centre	The designation would be consistent with the centre's status under the Melton East Strategy Plan 1997. The new town centre is to feature a retail focus and many community facilities. It is also to be a focus of higher density residential development. Caroline Springs is growing rapidly, and might well be a typical model for the future performance criteria Government is seeking for the role of activity centres. Delfin Lend Lease indicate that the Centre has up to 20,000 sqm of retail floor space and has been recognised as a significant centre in Western Melbourne since the introduction of the Melton East Strategy Plan in 1995.	Melton Shire Council & Delfin Lend Lease	<b>Supported.</b> This centre fulfils the requirements of Major Activity Centre outlined in Melbourne 2030.
<b>Monash</b>					
<b><i>Designated Activity Centre</i></b>					
Mount Waverley-Pinewood Centreway	Major Activity Centre	Request reclassification to a Neighbourhood Activity Centre	Council has undertaken an assessment of its centres using criteria developed from Table 1 of the implementation plan together with information contained in the Activity Centres Review. Only Glen Waverley fits the description of a Principal Activity Centre and is the preferential location for activity growth within the municipality. Pinewood, Waverley Gardens and Wheelers Hill should be Neighbourhood Centres.	City of Monash	<b>Supported. Reclassify as a Neighbourhood Activity Centre.</b>

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Mulgrave- Waverley Gardens	Major Activity Centre	Request reclassification to a Neighbourhood Activity Centre	Monash Council has undertaken an assessment its centres using criteria developed from Table 1 of the implementation plan together with information contained in the Activity Centres Review. Only Glen Waverley fits the description of a Principal Activity Centre and as such is promoted as the preferential location for activity growth within the municipality. Brandon Park and Mt Waverley are proposed as Major Activity Centres, whilst Pinewood, Waverley Gardens and Wheelers Hill should be Neighbourhood Centres. Greater Dandenong suggests that Waverley Gardens should be downgraded to a Neighbourhood Activity Centre as it is not well connected to the Principal Public Transport Network, has small leasable floor area, limited development opportunities, poor pedestrian access and limited catchment.	City of Monash & City of Greater Dandenong	<b>Reclassify as a Neighbourhood Activity Centre.</b> This centre is not on the PPTN.
		Support original designation- should not be reclassified to Neighbourhood Activity Centre	The classification of Waverly Gardens as a Major Activity Centre is appropriate. Disagree with Monash Council classification of "Neighbourhood Activity Centre".	Environmental Resources Management	<b>Reclassify as a Neighbourhood Activity Centre.</b> This centre is not on the PPTN.
Brandon Park- Wheelers Hill	Major Activity Centre	Addition as a Major Activity Centre	Although recently developed, it has become a major area for retail, commercial and community uses. It contains a large shopping centre, significant commercial floor space and is linked to a local school, police station, fire station and community centre. The centre is also well connected with public transport although there is no fixed rail to the area.	City of Monash	<b>Brandon Park is already classified a Major Activity Centre in Melbourne 2030. Correct error in list.</b> There was an error in the Activity Centres Implementation Plan which incorrectly named this centre 'Wheelers Hill Park'.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Moonee Valley</b>					
<b>Designated Activity Centre</b>					
Ascot Vale- Union Road	Major Activity Centre	Requests removal	Redevelopment of these areas will only be achieved at a huge and totally unacceptable cost to the city's heritage assets. Even development around rather than of the nominated streetscapes could not fail to destroy the low rise ambience of those areas and their heritage status. Review and clarification is needed to avoid confusion and costly mistakes.	Parkville Association	<b>Noted. To be resolved through the structure planning process.</b> This centre meets the requirements for Major Activity Centres outlined in Melbourne 2030 and is an important component of the activity centres network. Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.
<b>Other Centres Commented On</b>					
Racecourse Road, Flemington	Not classified in Melbourne 2030	Addition as a Major Activity Centre	No reasons submitted.	Moonee Valley City Council	<b>Supported.</b> This centre meets the requirements outlined in Melbourne 2030 for a Major Activity Centre.
Macaulay Road, Kensington	Not classified in Melbourne 2030	Addition as a Major Activity Centre	No reasons submitted.	Moonee Valley City Council	<b>Not supported.</b> This centre does not fulfil the requirements for Major Activity Centre outlined in Melbourne 2030. This centre is better classified as a Neighbourhood Activity Centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Moreland</b>					
<i>Designated Activity Centre</i>					
Brunswick	Major Activity Centre	Requests clarification and further discussion. May be appropriate as a Specialised Activity Centre	Request that the Brunswick Activity Centre be reclassified from Major Activity Centre to Specialised Activity Centre. Consider that there are important linkages between RMIT's Brunswick campus (College of Textiles), the nearby core industrial area and other retail and commercial areas in Brunswick. Moreland is concerned that Specialised Activity Centres appear to be limited to significant clusters of specialised uses of State significance such as educational and research uses. Suggest that the Specialised Activity Centre category be reviewed to include industrial clusters of local significance, including core industrial areas. These areas play an important role in the economy and support uses that should not be located in other activity centres due to land use conflicts.	Moreland City Council	<b>Not supported.</b> The linkages between education, industrial, retail and commercial areas within the Brunswick activity centre can be enhanced under Major Activity Centre status, a classification of Specialised Activity Centre is not required for this to occur. Important linkages should be addressed through the structure planning process.
<i>Other Centres Commented On</i>					
Pentridge Piazza	Not classified in Melbourne 2030	Addition as a Major Activity Centre	The site is recognised in Vision for Central Coburg 2020. Is in key location approx 500m from the Batman and Coburg railway stations and is approx 50m from the Sydney Rd Tram. Also in close proximity to central Coburg (nominated Principal Activity Centre). Presents opportunity to create a key node for a variety of housing, employment and tourism activities. Development consistent with/supportive of statements made under Direction 1 and Direction 3 of Melbourne 2030.	Tract Consultants Pty Ltd	<b>Supported in part. Include as part of Coburg Activity Centre.</b> It is important to ensure this development is integrated with the existing Coburg Principal Activity Centre.

<b>Municipality</b>	<b>Current Classification</b>	<b>Submitter's Comments</b>	<b>Summary of Submission</b>	<b>Submitter</b>	<b>Departmental Response</b>
Pentridge Village	Not classified in Melbourne 2030	Requests inclusion as part of the Coburg Activity Centre	The site proposes a mix of development outcomes including commercial, retail and hospital uses, and a range of accommodation density from standard conventional housing to high density apartment living. Site controls of the Comprehensive Development Zone and Residential 1 Zone mean that the site is strategically placed to deliver 'mixed use' and higher density forms. Is close to the Coburg Activity Centre, Batman and Coburg Railway Stations, Sydney Road Tram and Murray Road bus. Future strategic development objectives of the Coburg Principal Activity Centre can be enhanced by the Pentridge Village development. These include encouraging a more mixed use development with the museum, higher density residential uses and the potential for community uses on a site within 400 metres of a designated Principal Activity Centre.	Tract Consultants Pty Ltd	<b>Supported.</b> It is important to ensure this development is integrated with the existing Coburg Principal Activity Centre.
Essendon Airport	Not classified in Melbourne 2030	Requests clarification on the Government's policy position on the redevelopment of the airport	Essendon Airport is not nominated as an activity centre, despite the recently released draft master-plan that identifies significant commercial development for the site and statements made in Direction 4 of Melbourne 2030 regarding the potential future use of the airport. Moreland is concerned about the potential economic impact of commercial development of Essendon Airport on Moreland's activity centres and requests that the State government clarify the policy position on redevelopment of the airport.	Moreland City Council	The Government's policy position on Essendon Airport is outlined on pp 85 of Melbourne 2030.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Mornington Peninsula</b>					
<i>Designated Activity Centre</i>					
Hastings	Major Activity Centre	Requests removal	Western Port townships should not have higher density development.	Individual submitter	<b>Not supported.</b> This centre fulfills the requirements of Major Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process.
<b>Nillumbik</b>					
<i>Designated Activity Centre</i>					
Diamond Creek	Major Activity Centre	Remove	Individual submitter does not support higher density housing in Eltham or Diamond Creek. Development of the Eltham or Diamond Creek activity centres (industrial/technological/tourism/economic development) should always be environmentally sound and only occur without recourse to rezoning of green wedges or taking over public land. Warrandyte Community Association Inc indicate that high density housing should not be allowed in Nillumbik, as this will destroy the character of the Shire	Warrandyte Community Association Inc & individual submitter	<b>Not supported.</b> This centre fulfills the requirements of Major Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process. Nillumbik shire supports the Major Activity Centre classification of this centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Eltham	Major Activity Centre	Remove	Individual submitter does not support higher density housing in Eltham or Diamond Creek. Development of the Eltham or Diamond Creek activity centres (industrial/technological/tourism/economic development) should always be environmentally sound and only occur without recourse to rezoning of green wedges or taking over public land. Warrandyte Community Association Inc indicate that high density housing should not be allowed in Nillumbik, as this will destroy the character of the Shire.	Warrandyte Community Association Inc & individual submitter	<b>Not supported.</b> This centre fulfills the requirements of Major Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process. Nillumbik shire supports the Major Activity Centre classification of this centre.
<b>Other Centres Commented On</b>					
Hurstbridge	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Suggests that the centre has a reasonable base now and with better planning has a lot of potential.	Individual submitter	<b>Not supported.</b> This centre does not meet the requirements for Major Activity Centre outlined in Melbourne 2030.
		Should be no further development of the centre	Asks that Hurstbridge remain a small township. Hurstbridge should not have a 'Neighbourhood Activity Centre' designation as future growth could destroy it as a 'township'. Other centres are close enough to provide service to residents.	Individual submitter	<b>Noted.</b> Identification of neighbourhood activity centres is to be undertaken by Local Councils.



Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Port Phillip</b>					
<i><b>Designated Activity Centre</b></i>					
Balaclava	Major Activity Centre	Remove	Suggests that the Major Activity Centres designated within the City of Port Phillip have already reached their capacity.	Individual submitter	<b>Not supported.</b> This centre fulfills the requirements for Major Activity Centres outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process. The City of Port Phillip supports the Major Activity Centre classification of this centre.
Port Phillip- Bay Street	Major Activity Centre	Remove	Suggests that the major activity centres designated within the City of Port Phillip have already reached their capacity	Individual submitter	<b>Not supported.</b> This centre meets the requirements of Major Activity Centres outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process. The City of Port Phillip supports the Major Activity Centre classification of this centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
South Melbourne	Major Activity Centre	Remove	Suggests that the major activity centres designated within the City of Port Phillip have already reached their capacity	Individual submitter	<b>Not supported.</b> This centre fulfills the requirements for Major Activity Centres outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process. The City of Port Phillip supports the Major Activity Centre classification of this centre.
St Kilda	Major Activity Centre	Remove	Suggests that the major activity centres designated within the City of Port Phillip have already reached their capacity	Individual submitter	<b>Not supported.</b> This centre meets the requirements for Major Activity Centres outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process. The City of Port Phillip supports the Major Activity Centre classification of this centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Stonnington</b>					
<i>Designated Activity Centre</i>					
Chadstone	Principal Activity Centre	Supports- but no to higher density housing	Council strongly opposes the identification of specific Principal Activity Centres and Major Activity Centres for the City of Stonnington. Council want the ability to undertake its own strategic planning to identify the role and future of each activity centre within the municipality in consultation with the Stonnington community. However, classifications included in the MSS corresponds with the classifications in Melbourne 2030. Council opposes higher density residential development, within, beside or within a walkable catchment (400 metres) of all activity centres within the City of Stonnington including the Prahran/South Yarra, Malvern/Armadale, Chadstone and Toorak Village Activity Centres (identified as activity centres in Melbourne 2030) and other activity centres not specified in Melbourne 2030.	City of Stonnington	<b>Comments noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Prahran/South Yarra	Principal Activity Centre	Supports- but are issues that need to be addressed- no to higher density housing	Council strongly opposes the identification of specific Principal Activity Centres and Major Activity Centres for the City of Stonnington. Council want the ability to undertake its own strategic planning to identify the role and future of each activity centre within the municipality in consultation with the Stonnington community. However, classifications included in the MSS corresponds with the classifications in Melbourne 2030. Council opposes higher density residential development, within, beside or within a walkable catchment (400 metres) of all activity centres within the City of Stonnington. Prahran/South Yarra is currently contending with ongoing issues such as traffic congestion, parking, entertainment and licensed premises, safety and crime. The intensification of activity and housing in and around the centre will serve to magnify these problems. Also issues to do with entertainment venues and residential amenity, economic and tourist impact of the diminishing retail use along Chapel Street and Toorak Road and their replacement with cafes, restaurants and bars. Heritage and stormwater drainage are also issues.	City of Stonnington	<b>Comments noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.
		Requests removal	No more scope for growth and change without destroying the amenity of the area. Infrastructure of the area cannot cope with more development. Any further development is an unrealistic objective.	Individual submitter	<b>Not supported.</b> This centre fulfills the requirements of Principal Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to growth and change of the centre should be addressed through the structure planning process.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Malvern/Armadale	Major Activity Centre	Supports- but no to higher density housing	Council strongly opposes the identification of specific Principal Activity Centres and Major Activity Centres for the City of Stonnington. Council should have the ability to undertake its own strategic planning to identify the role and future of each activity centre within the municipality in consultation with the Stonnington community. Malvern/Armadale has been included as a 'Group 2 - Sub-Regional Centre'. The classification included in the MSS for these three centres corresponds with their classification in Melbourne 2030. These policies, regarding activity centres, will be reviewed as part of that process. Council opposes higher density residential development, within, beside or within a walkable catchment (400 metres) of all activity centres within the City of Stonnington including the Prahran/South Yarra, Malvern/Armadale, Chadstone and Toorak Village Activity Centres identified as activity centres in Melbourne 2030 and other activity centres not specified in Melbourne 2030.	City of Stonnington	<b>Comments noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed

<b>Municipality</b>	<b>Current Classification</b>	<b>Submitter's Comments</b>	<b>Summary of Submission</b>	<b>Submitter</b>	<b>Departmental Response</b>
Toorak Village	Major Activity Centre	Requests removal	Council has designated the centre's primary role as servicing local everyday needs. Activity centre policies will be reviewed as part of their MSS review process. Toorak Village is affected by ongoing issues with traffic, parking and amenity issues. It is not served conveniently by rail transport. Council strongly opposes Toorak Village being included as a Major Activity Centre. Council considers that Toorak Village has reached a point of development saturation. Parkville Association suggest that redevelopment of these areas will only be achieved at a huge and totally unacceptable cost to the city's heritage assets. Individual submitter suggests that the centre does not perform a convenience role to a very large catchment area. Development would destroy its character. Toorak Village Residents Action Group Inc emphasise that Toorak Village is designated a neighbourhood centre under the planning scheme. It is a shopping strip of approx 300m length; and is totally surrounded on all sides by extensive residential areas.	City of Stonnington, Parkville Association, Toorak Village Residents Action Group & 2 individual submitters	<b>Comments noted.</b> This centre meets the criteria for Major Activity Centre outlined in Melbourne 2030 and is an important component of the activity centre network. Concerns relating to future development of the site, heritage issues etc should be resolved through the structure planning process.
<b>Whitehorse</b>					
<b>Designated Activity Centre</b>					
Burwood East- Kmart Plaza	Major Activity Centre	Would prefer Burwood Heights to be classified Major Activity Centre instead of Burwood East K-mart Plaza	Council suggest that Burwood East Kmart-Plaza may have been more appropriate to the activity centre located on the corner of Middleborough Road and Burwood Road (Burwood Heights Shopping Centre).	City of Whitehorse	<b>Supported. Reclassify as Neighbourhood Activity Centre.</b> Burwood Heights Shopping Centre will be reclassified as a Major Activity Centre

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Burwood East- Tally Ho Business Park	Major Activity Centre	Supports- as long as the office/business function remains the primary land use	Department of Sustainability & Environment advised that the future growth of Tally Ho activity centre should be a more traditional shopping centre with the office/business function remaining as the primary land use. Council supports the inclusion of Tally Ho on the basis of this advice.	City of Whitehorse	<b>Comment noted. To be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.
Forest Hill Chase	Major Activity Centre	Supports- as long as there is no pressure for significant expansion of the centre	Council supports the inclusion of this centre as a major activity centre, provided there is no pressure for significant expansion of the centre. The potential for future change may be limited to possible upward development with possibly a residential component to increase exposure of the centre and to assist in reducing the amount of car based travel.	City of Whitehorse	<b>Comment noted. To be resolved through structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Nunawading	Major Activity Centre	Requests clarification- what is the Nunawading Activity Centre. If it is the Megamile- supports	Individual submitter proposes the Nunawading 'Megamile' should be the focus of major activity centre rather than the Nunawading railway station and shopping centre. Specifically the development centred around Whitehorse Rd and bounded by the railway line to the south. The east and west boundaries would extend to Mitcham and Blackburn respectively. The northern boundary would not extend much beyond the existing commercial businesses on the north of Whitehorse Rd. Needs substantial infrastructure development to make it work and must recognise the car-based retail focus. Council requests clarification that the Nunawading activity centre includes the "mega mile", Blackburn, Nunawading and Mitcham. If it does, council supports the proposal.	City of Whitehorse & individual submitter	<b>The megamile is included as part of the Nunawading activity centre.</b> Issues relating to boundaries, growth and change, higher density housing etc should be addressed through the structure planning process.



Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Other Centres Commented On</b>					
Burwood Heights Shopping Centre (together with 78 Middleborough Rd)	Not classified in Melbourne 2030	Addition as a Major Activity Centre	URBIS suggest that the centre is strategically positioned on the PPTN, has street frontages, is close to mix of uses (Burwood strip, Deakin Uni, commercial area, residential). Has integration/mix of land uses and exemplary urban design. Could consolidate with the existing Burwood Heights Shopping Centre as a major activity node for the outer eastern suburbs. Proposal seeks to complement existing commercial functions of the existing Burwood Heights Shopping Centre. Could fulfil major policy ambitions of the Strategy. City of Whitehorse endorses the site and adjacent retail node as a Major Activity Centre. Council indicates that the shopping centre has an excellent range of local conveniences, and is well served by public transport. The area has potential for significant growth. The land to the west of the shopping centre is nominated for inclusion as a higher density residential area under Council's Housing Study.	City of Whitehorse & URBIS	<b>Supported. Classify as a Major Activity Centre.</b> This centre meets the requirements outlined in Melbourne 2030 for a Major Activity Centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Whittlesea</b>					
<b>Designated Activity Centre</b>					
South Morang	Major Activity Centre	Request reclassification to Principal Activity Centre	Ove Arup Pty Ltd suggests that the classification of the centre as a Major Activity Centre fails to recognise the important role that this centre will play in the urban expansion of the north east. Also fails to recognise long standing Council planning policies. Centre is an excellent candidate for nomination as a Transit City. Council indicate that the greenfield nature of the centre will increase the likely success of strategies to develop medium/high density housing. It is considered that the South Morang should be designated both a Principal Activity Centre and Transit City. South Morang has been comprehensively designed in strategic land use and transport terms at the base of the Plenty Valley to be progressively developed as a true mixed use activity or town centre. This centre also offers a significant opportunity where government investment in infrastructure provision would have an immediate impact on development outcomes.	City of Whittlesea & Ove Arup Pty Ltd	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
RMIT Technology Park- Bundoora	Specialised Activity Centre	Supports- requests name change to 'Janefield Technology Precinct'	RMIT proposes to sell the land which is intended for the development of the Technology Park. RMIT have requested via the regional office that the Whittlesea Planning Scheme be amended to reflect the new name of the site which is Janefield Technology Precinct.	RMIT University	<b>Supported.</b>

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
<b>Other Centres Commented On</b>					
Aurora- Southern Town Centre	Not classified in Melbourne 2030	Addition as a Major Activity Centre	The URLC would like to use the Aurora development as a Melbourne 2030 demonstration project displaying innovation and best practice in sustainable development.	URLC	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
<b>Wyndham</b>					
<b>Other Centres Commented On</b>					
Laverton Airbase	Not classified in Melbourne 2030	Addition as a Principal Activity Centre	Cedar Woods indicate that there are very few infill sites in metropolitan Melbourne with such good (existing and proposed) connections to the PPTN and that meet other performance criteria for new activity centres.	Cedar Woods Properties	<b>Decision deferred pending consideration of detailed strategic work by the proponent.</b> The owner of the site is undertaking substantial strategic analysis in relation to justification of the site as a Principal Activity Centre.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
		Concerns regarding addition as a Principal Activity Centre	Substantial further information is required from the proponents before planning authorities can formulate an in-principle position on the proposed activity and other land use issues, but the transport connections and modal interchange will need to be key components of any development.	Wyndham City Council	<b>Decision deferred pending consideration of detailed strategic work by the proponent.</b> The owner of the site is undertaking substantial strategic analysis in relation to justification of the site as a Principal Activity Centre.
Point Cook	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Quality Community Plan Taskforce suggest that all of the designated activity centres are clustered along a narrow corridor, and are distant from the majority of existing and planned residential areas. Wyndham City Council suggest that one more activity centre should be added, at the proposed centre of Point Cook.	Wyndham City Council and Quality Community Plan Taskforce	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
Tarneit	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Quality Community Plan Taskforce suggest that all of the designated activity centres are clustered along a narrow corridor, distant from the majority of existing and planned residential areas. Individual submitter argues that additional major activity centres identified in 1990 Werribee Growth Area Plan should be used instead of those identified in the Strategy.	Quality Community Plan Taskforce & individual submitter	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Manor Lakes	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Quality Community Plan Taskforce suggest that all of the designated activity centres are clustered along a narrow corridor, distant from the majority of existing and planned residential areas. The Dennis Family Corporation suggests that its estate has been comprehensively planned to accommodate community facilities and active open space reservations in anticipation of the estimated 20,000 + persons on the estate. Has been designated as the Werribee West Sub Regional activity centre. Has support for office use, shop use and restricted retail in surrounding area (currently excised from UGB). Minister's Direction No. 2- Werribee Growth Area Map- identifies centre as future sub-regional activity centre. Wyndham City Council indicate that the centre would constitute future major activity centres if the proposed rail corridor services them. Individual submitter asks that the additional major activity centres identified in 1990 Werribee Growth Area Plan be used instead of those identified in the Strategy.	Wyndham City Council, Quality Community Plan Taskforce, Dennis Family Corporation & individual submitter	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
Rose Grange	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Dennis Family Corporation indicates that its estate has been planned and approved to provide 4,800+ persons with provision for a community centre, an active open space reserve and part of the land required for a primary school. A designated Sub-Regional activity centre of up to 40,000 glfa (long term) has been planned and approved for this site with the first stage development anticipated to comprise 12,000 m2 for shop use and 10,000 m2 for restricted retail. Development has been planned to service the immediate Rose Grange Community as well as the wider development area. Minister's Direction No. 2- Werribee Growth Area Map- identifies centre as future sub-regional activity centre. Wyndham City Council suggest that the centre would constitute future major activity centres, at least, if the proposed rail corridor services them.	Wyndham City Council & Dennis Family Corporation	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Werribee North	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Additional major activity centres identified in 1990 Werribee Growth Area Plan should be used instead of those identified in the Strategy.	Individual submitter	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
Truganina	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Additional major activity centres identified in 1990 Werribee Growth Area Plan should be used instead of those identified in the Strategy.	Individual submitter	<b>Decision deferred until growth area review is completed.</b> The growth area review will identify the appropriate activity centres for the Hume, Wyndham, Melton-Caroline Springs, Whittlesea and Casey-Cardinia growth areas.
<b>Yarra</b>					
<b>Designated Activity Centre</b>					
Fitzroy-Brunswick St	Major Activity Centres	Request removal	Redevelopment of these areas will only be achieved at a huge and totally unacceptable cost to the city's heritage assets. Even around rather than of the nominated streetscapes could not fail to destroy the low rise ambience of those areas and their heritage status. Review and clarification is needed to avoid confusion and costly mistakes.	Parkville Association	<b>Not supported.</b> These centres fulfil the criteria for a Major Activity Centre outlined in Melbourne 2030 and are important components of the activity centre network. Concerns relating to future development of these sites and heritage issues should be resolved through the structure planning process.
Fitzroy- Smith Street					
Richmond- Swan Street					
Richmond- Bridge Street					

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Richmond- Victoria Street					
Fitzroy-Brunswick St	Major Activity Centres	Reservations	The nomination of five of Yarra's major strip centres as Major Activity Centres will open up almost all of the municipality to increased development. Social and engineering infrastructure are already operating at saturation levels. Yarra's activity centres are already highly densely developed and surrounded by medium and higher density housing. While the five main centres are nominated in Melbourne 2030 for Yarra, it is likely that any increased housing density could "spill over" into smaller centres eg Queens Parade, St Georges Road. Additional high density housing development in and surrounding these nominated centres may not result in sustainable development and would be contrary to the orderly and proper planning of these areas. Further work is required to determine the capacity of Yarra to sustain such an increase in housing stock given Council's objectives regarding built form, heritage, infrastructure capacity, sustainability and land use mix	City of Yarra	<b>Noted- issues to be resolved through the structure planning process.</b> Each Council will be required to undertake structure planning for their activity centres. It is through this process that issues relating to growth and change, higher density housing, heritage issues, boundaries etc will be addressed.
Fitzroy- Smith Street					
Richmond- Swan Street					
Richmond- Bridge Street					
Richmond- Victoria Street					
Richmond- Swan Street	Major Activity Centres	Request removal	Individual submitter indicates that Richmond is becoming a dumping ground for excessive development of all kinds. Richmond has more areas nominated as activity centres (3 major) than any other suburb.	Parkville Association & individual submitter	<b>Not supported.</b> These centres fulfil the criteria for Major Activity Centre outlined in Melbourne 2030 and are important components of the activity centres network. Concerns relating to future development of these sites and heritage issues should be resolved through the structure planning process.
Richmond- Bridge Street					
Richmond-Victoria Street					

Municipality	Current Classification	Submitter's Comments	Summary of Submission	Submitter	Departmental Response
Richmond- Victoria Street	Major Activity Centre	Requests confirmation /clarification that Victoria Gardens is included in the activity centre	Need to clarify that Victoria Gardens Centre, Richmond, is considered part of the Richmond- Victoria Street Major Activity Centre.	Salta Properties Pty Ltd	<b>Supported in principle.</b> Victoria Gardens is a major activity hub. During the structure planning for Yarra's activity centres, DSE will work with council to determine whether Victoria Gardens should be incorporated into the Richmond- Victoria Street Activity Centre or whether it should be designated a Major Activity Centre in its own right.
<b>Yarra Ranges</b>					
<b>Other Centres Commented On</b>					
Mooroolbark	Not classified in Melbourne 2030	Addition as a Major Activity Centre	Level of community and commercial activity and its role as a key modal interchange warrant its classification as Major Activity Centre	Shire of Yarra Ranges	<b>Not supported.</b> This centre does not fulfill the requirements for a Major Activity Centre outlined in Melbourne 2030. This centre is better classified as a Neighbourhood Activity Centre.